THE SURVEY

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# Character Last

By ROBERT W. KELSO

*Director The Community Fund, St. Louis, Mo.*

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*For what we are about to receive, and for what we are able to share, we thank Thee*

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THE SURVEY

November 15
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## Penelope in Modern Dress

IN a certain district of Richmond, according to Arthur Guild, the city was laying a new water line. When the men came to work every morning they found that in some mysterious way the section laid the day before had been packed full of dirt. Finally a vexed foreman did a little sleuthing about the neighborhood and collared an urchin who looked anything but penitent. "You see," the young one explained, jerking a grimy thumb at his followers who hung safely in the background, "we was helping the unemployed. When you have to keep digging the dirt out of that pipe before you go on, it makes your job last a lot longer."

## Lost or Strayed—3000 Homeless Men

THE New York Welfare Council is wondering what became of three thousand men, admittedly homeless and destitute, with nothing to eat and no place to sleep, who registered for assistance but never showed up at the agency to which they were assigned. In the first two weeks of its operation the Council's Central Registration Bureau for the Homeless took the applications of eight thousand men. Each was given a card guaranteeing him the immediate necessities of life for at least a week and the opportunity for reregistration and continued help. About sixty-four hundred of the men were assigned to the Municipal Lodging House and sixteen hundred to one or another of the twenty-five private agencies cooperating in the Bureau. Somewhere between the Registration Bureau and the promised food and shelter three thousand fell by the wayside. George Hallwacks, director of the Bureau, cannot account for the lost or strayed brothers but being a realist suggests that perhaps they preferred to return to the shelter of doorways, subway stations and speakeasies rather than accept the physical examination and two hours work-test which the agencies prescribed.

If he is right, and no one is in a better position to judge, three thousand would seem to be about the measure of New York's chronic bum population, a shifting, drifting group that plague the socal agencies every winter, resisting every effort to help them to a better way of life.

The coordination of service to the homeless has already demonstrated that the New York social agencies are able to deal humanely and adequately with the problem as it now exists, that there is no excuse for street begging and no need for the spectacle of breadlines. It is now up to the public to decide just how far it will be exploited by the three thousand who would rather bum than bathe.

## Helping the Poor

CHARITY and the evangelism of Aimee Semple McPherson made poor bedfellows in Boston. When Sister Aimee and her new husband David (Baritone) Hutton airplaned into Boston all set to bring it into the fold of the four-square faith, they were promptly and flatteringly invited to call on Mayor James M. Curley. Politely the mayor heard Sister Aimee's enthusiastic plans. The rent of the Boston Garden would be so much, expenses so much, but of course the collection. . . . "Oh," interposed Mayor Curley mildly, "there will be a collection?" But certainly, there is always a collection, a generous collection. "Then" —the mayor was very affable—"why not split the collection, after deducting expenses, with the poor of Boston, quite voluntarily, y'understand, quite voluntarily." Sister Aimee didn't understand, but the mayor did, and presently she did too. The takings of the nine-day revival meetings came to $23,506.30. Expenses—and the manager of the Garden kept the books—added up to $23,441.43. The poor of Boston got $32.41—and so did Sister Aimee.

## Youth and Miss Addams

IN these days of short commons and curtailed dividends, it is good to hear of the earned increments that flow from a life of unexampled service to the times. Such was the selection of Jane Addams by The Pictorial Review Award Committee, as announced last month. Last spring Miss Addams was recipient of similar honors at Bryn Mawr. Each award carried with it a tangible five thousand dollars, and in each instance the head of Hull-House indicated that the unemployed of Chicago would share in her windfalls. She is especially concerned with the need for remedial legislation to keep the homes of many working people in their possession; young couples, for example, who were buying a house and have been caught by the pincers of the depression; their earnings cut by broken work and their taxes raised by the emergency relief load. Her imaginaton is also



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caught by what the situation is doing to young people who are dashed by their first encounters with the workaday world under such conditions. At her suggestion, the Unemployment Division of the National Federation of Settlements has embarked on a cooperative study of Youth in Hard Times, as one phase of its winter's work in sequence to its earlier inquiries in the field of unemployment, which began in 1928-9. Five thousand copies of Some Folks Won't Work (Marion Calkins, brought out last fall by Harcourt-Brace) have been sold and five hundred of the Case Studies of Unemployment (brought out last spring by the University of Pennsylvania Press with an introduction by Helen Hall, chairman of the Committee). In these findings the neighborhood workers have made it clear to people who do not see at first hand why it is important to work not only for relief but for more long-range solutions. Miss Addams' own experience with unemployment goes back to Hull-House in the Black Winter of '93, following the World's Fair. A touch of bronchitis led to the postponement of the luncheon in New York in honor of the award by The Pictorial Review. It was made in recognition of her achievements in social-welfare work and in the promotion of international peace

## Samuel Mather

A FEW years ago the Cleveland Community Fund took as the slogan for its drive, Give as a Mother Gives. On one of the posters pasted up on the billboards a passer-by tried a change. Substituting an A for an O, he made it read Give as a Mather Gives. Perhaps he did not realize how trenchant was his wording: it was Samuel Mather who had founded the Cleveland Community Chest, giving to it his interest and leadership as well as large sums of money. Mr. Mather was averse to publicity of any kind and little known to the country at large either for his share in the direction of great corporations or for the benevolence which raised his often anonymous contributions to philanthropy and education to millions of dollars. A descendant of Increase Mather, the first president of Harvard University, and of the novelist James Fenimore Cooper, Mr. Mather exemplified in the breadth of his interests, in his sense of social responsibility and business acumen a contemporary American pioneer. While the country hardly knew his name as one of its richest men, Clevelanders passing the big house set back among sheltering trees will realize how great a civic loss comes with Samuel Mather's death.

## Master Workmen

TWO men who had done master-workmen's jobs in the building of the social structure of their city died last month within a few days of each other. They were Thomas J. Riley, for nineteen years director of the Brooklyn (New York) Bureau of Charities, and Arthur E. Wakeman, lately retired after twenty-eight years as director of the Brooklyn Children's Aid Society. Both of these men, when they came to Brooklyn, found a curious survival of village forms of social work under metropolitan conditions. Both, through years of patient effort, effected not only changes in forms of organization and activity but actually recast the community mold of public thinking on social problems. It is easy to measure the growth of organizations by their budgets—that of the Bureau was multiplied more than twelve times during Dr. Riley's tenure, that of the Society four times during Mr. Wakeman's—but the service of these two men went much deeper. They modified the whole community conception of social work and quickened the community conscience on social problems.

Mr. Wakeman came to Brooklyn from the Boston Children's Aid Society where he had seen new philosophies of child care emerge from old patterns. Dr. Riley was one of the first university-trained sociologists to turn from teaching to the active practice of social work. Both men were in a sense pioneers who rebuilt old institutions and aligned them with the progress of modern social philosophy.

## "The Beloved Builder"

THE history of social work will not be complete until Martha P. Falconer writes her memoirs. The dedication of the new Martha P. Falconer Schoolhouse at Sleighton Farms, Delaware County, Pa., brought into focus the extraordinary richness of the life and the contribution to her times of the woman whom Miriam Van Waters in her book, Youth in Conflict, characterizes as "the beloved builder of the new idea of correctional education for wayward youth." Mrs. Falconer's biography might be written by any number of persons but she herself, with her humor, her compassion, her appreciation of life and her stalwart faith in people, would do it best. Unless she does so an important chapter will be missing from the record of social progress.

Mrs. Falconer began making history when as the new superintendent of the gloomy, dirty old House of Refuge in Philadelphia she improvised hats and hair ribbons for some forty girls and, over the protests of her staff and the fears of her board, took them to church, the first time they had been out of the institution since they entered it. It was the beginning of a new day, an instance of her trust in human beings and of her undaunted determination to give them responsibilities. Says her son, Douglas P. Falconer, executive secretary of the Buffalo Children's Aid Society, "As I review my mother's life it seems to me that its signficance came from the fact that she had her objectives clearly defined. She knew what she wanted for those girls, for her children and for herself, and she went straight for it. This was made possible by her faith in people which was based upon her faith in God."

## Honored at Home

JULIA C. LATHROP is exceptional among the prophets for the honor in which she is held in her own town and state. Fine token of this was given by the Illinois Conference on Public Welfare, recently in session at Rockford, in designating its conference dinner in her honor. Delegates and fellow-citizens crowded the largest banquet-hall in the city. Fronting the speakers' table were the flowers by which the chief of police said what he had to say, to which the guest of honor made her first response. Mary E. Murphy, president of the Conference and hostess of the occasion, read greetings from Mrs. Florence Kelley and Miss Grace Abbott regretting their absence, and from Miss Jane Addams, whose detention by illness deprived all of hearing what she only could have said of her closest colleague at Hull-House. Former Judge Andrew A. Bruce of Northwestern University Law School, as one of the early men residents of the pioneer settlement, gave credit to its women pioneers for leading the way in which men would not then have been followed. Miss Lathrop's "adventurous faith in social education" was shown by Graham Taylor to have blazed

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trails which not only led toward the academic functioning of the Chicago School of Civics and Philanthropy, now the Graduate School of Social Service Administration of the University of Chicago, but extended far afield to the introduction of occupational therapy in hospitals for the insane, to the better administration of county almshouses and state charitable institutions, and to the esablishment of the first juvenile court. These were mentioned as some of her achievements while serving on the State Charities Commission for thirteen years. The climax of the cordial speaking came perhaps from Lewis Meriam, of the federal Children's Bureau, who proclaimed the fact that she, who was the Bureau's first head, verified her reputation as the third kind of politician in Washington; where to the old varieties a new one was added—"Republican, Democratic and Miss Lathrop!"

## Distinguished Service to Mankind

FOR the first of its annual awards the Chicago Rotary Club has named Julius Rosenwald for "distinguished service to mankind." The citation summarizes the many-sided interests of one of Chicago's best known citizens. "In industry he has personified the integrity and responsibility of power. . . . In municipal endeavors he has aided city planning, has fostered efficiency in public offices, battled against waste and for honesty in administration, and time and again has aroused the conscience of the electorate to promote the common weal. Above all he has dedicated his fortune and his life to the well-being of mankind. In this high purpose he has devoted his wealth and his time and his guidance to manifold philanthropies."

By pledging his personal fortune at the time of the stock market crash, to protect his stockholders, many of them employes, Mr. Rosenwald "set new standards of fidelity to corporate trust and to labor." His philanthropy marks a new principle in the giving of great fortunes. The wealth which makes it possible has been accumulated in the lifetime of a man born in a modest home. It will not be held in perpetuity as a trust bearing his name, for purposes which might become in time as obsolete as Benjamin Franklin's famous bequest to provide sidewalks and a water supply for Philadelphia a hundred years after his death. It is being spent, rather, in accordance with Mr. Rosenwald's belief that the surplus which a generation has been fortunate enough to gain should be used for the benefit of that generation. Hundreds of thousands of Americans are reaping directly benefits from opportunities which Mr. Rosenwald's giving has activated through public schools, hospitals, professional education and research. They and a far wider circle of his countrymen join in the appreciation expressed by Chicago Rotary.

## Tough as a Credit Union

ONE of the outcomes of hard times may be a new phrase in the current speech of working-class America. The classical "Safe as a bank" has been sadly tarnished by bank failures in every part of the country, but in the thirty-five states which authorize the organization of credit unions by law, not one of the 1650 credit unions has failed or been closed by state banking departments. The record has been compiled by Roy F. Bergengren, of the Credit Union National Extension Bureau maintained by Edward A. Filene of Boston (see The Survey, November 1, 1930). The record is all the more remarkable when it is remembered that a credit union is characteristically a cooperative association of workingmen and women who loan money to themselves—and these are the very people who have been hardest hit by unemployment and wage-cuts.

Mr. Bergengren relates the following incident as one of many possible illustrations of the toughness of credit unions. In the early days of the depression a company closed down; it made a luxury and was therefore hit early. The employes of this company have a credit union which was then a year old, with resources of ten thousand dollars of which amount $8200 was out on loan balances the day the entire plant was shut down, without notice, for an indefinite period. During the next eighteen months not a man was employed in that factory. Yet at the end of the eighteenth month the outstanding loans-balances totaled less than seven hundred dollars. How account for this durability of the credit union? His answer is that there is no exterior invested capital in a credit union—it is a cooperatve society, interested in the problems of its members, their welfare and their happiness, self-managed, without great overhead and very close to its membership; there is no exploitation; the service rendered is very personal; "and—believe it or not, the credit union has something of the brotherhood of man in it! It will emerge from the depression geared to great service."

## Consumer-Mindedness

IT is cheering to the erstwhile bullied and cajoled consumer to see his welfare the object of solicitude of large numbers of people. It used to be assumed that people had lots of money; if they didn't buy, it was a matter of sheer obstinacy. But now when they aren't buying, business, according to the assistant director of the Bureau of Foreign and Domestic Commerce, is making "the discovery of the consumer." "I cannot stress too strongly the probable effect of consumer-mindedness upon business of the future," Frank M. Surface told the recent annual meeting of the American Association of Personal Finance Companies in Washington.

At that meeting William N. Doak, secretary of labor, emphasized a basic fact of consumer-mindedness—the fact that by and large the consumer and the wage-earner are one and the same. In the bright days of 1928 the nation had some fifty billion dollars in wages and salaries. What we have now no one is prepared to estimate exactly, but the discrepancy is sufficient to make business look with concern on those who no longer have spending power. It seems obvious enough that people must have money in order to pay, must buy to keep business going. Only when they are buying there is little pressure to think how they do it. Mr. Doak submits that it is reasonable to suppose that business should give consideration to a worker and his family at least equal to that given to capital investment in machinery and equipment; that technological improvements in industry should take account of their effects upon "man power, purchasing power, family income, social well-being." In the aggregate, he pointed out, it is stabilized family income which moves industry, stimulates production, sustains consumption, "makes for national well-being."

Such a view is apparent to the personal finance companies, whose lending is not to supplement income, but to get it past family emergencies, like illness, on the strength of that family's expectation of future earning and its honesty. That confidence in these American borrowers is not misplaced is shown by the Association's report that in a busi-

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ness which has an annual volume of five hundred million dollars handled on credit a bank could not accept there were only two small failures in 1930 in contrast to sixteen hundred bank failures. Yet for borrowing as well as for buying, paradoxical as it may sound, in the long run only stable income can bring stable trade.

## Home, Sweet Home?

A GRAND and glorious Yuletide message may emerge from the President's Conference on Home Building and Home Ownership to be held in Washington December 1-5. Whether that will be the case will probably depend largely on the reports now being prepared by twenty-five committees appointed a year ago to gather available information and to make studies in preparation for the Conference (see The Survey, March 15, 1931). The conference, first of its kind, will deal with the whole question of home construction, and ownership as well as of home environment—problems of finance, design, city-planning, household management, large-scale production, and other aspects. Among the thousand persons who are expected to attend many feel that the keystone of the whole problem is finance. The President recently said in announcing the conference:

> One of the important questions is finance. The present depression has given emphasis to the fact that the credit system in home building is not as satisfactorily organized as other branches of credit. Commerce, industry, and to a large extent farm mortgages, all have more effective financial reservoirs. In order to enable the purchase of homes on what amounts to the instalment plan, it is necessary to place first and, often enough, second mortgages. The building and loan associations have performed a great service in this field, but they cannot without assistance carry the burden. First mortgages, carried so largely by the savings banks and insurance companies, have been affected by competition with bonds and other forms of investment. Second mortgages are also necessary to many people. In the period of expansion preceding the current depression rates for second mortgages, including commissions, discounts and other charges, rose in many cities to the equivalent of 20 or 25 per cent per annum. This not only stifled home ownership, but led to the loss of many homes through foreclosure.

## Canning for Community Spirit

JUST before the autumn frosts nipped the vegetable gardens a goodly share of the population of these United States went canning crazy. To preserve surplus foodstuffs for winter distribution to the needy was a tangible form of "doing something for the poor" which touched the imagination of old and young. Canning ranged from that of half a dozen neighbors preserving stuff from their own gardens to projects of factory proportions. Pittsburgh indeed had a factory, the use of an idle plant being donated by a canning company. Experts gave supervision, tin and steel companies supplied the cans and volunteers did the rest. Cincinnati turned its municipal soup-kitchen into a cannery with volunteers from every walk of life canning away from early morn till late at night. The product will be included in the general collection and distribution of food which Cincinnati tried out last spring and will enlarge upon this winter.

The South was particularly zealous in canning. In Birmingham, Ala., every man, woman and child connected with the telephone company went into action with war-time enthusiasm to store up supplies for winter distribution through the Employes' Emergency Relief Committee; canning was done in the plant kitchen with every one whirling in at lunch time, off-hours and evenings to do his share of peeling and preparing. Thirty bushels of peaches canned in one day was the record. Columbus, Ohio, had probably the most carefully organized plan of any of the cities. It drew in social agencies, state and county home demonstration agents, the Parent Teacher Association, the Grange, the home economics department of the public schools and the nutrition specialists of the State University.

No one probably will ever get a "can count" of the result of all this enthusiasm, nor be able to estimate its economy compared with factory canned goods, but certainly the whole effort had a valuable by-product in creating community spirit for a community cause. Chest men said they could not have devised a better campaign warm-up.

## Man Declares Asunder

AFTER long and bitter controversy, the recent convention of the Protestant Episcopal Church has revised the canons on divorce and remarriage which have stood for a century and a quarter. The commission appointed to study the subject had recommended that the Church sanction remarriage of a divorced person if he could satisfy a church court that it was to the best interests of society. The canon actually adopted takes different ground: it permits remarriage when the divorced applicant can satisfy a bishop or a court appointed by him that the original marriage should never have taken place. Nine bases are specified for this proof, justifying the declaration by a bishop that the earlier marriage is null and that the person may be married by a minister of the Church "as if he had never previously been married." They include lack of free consent, mistake as to identify, mental deficiency or insanity or venereal disease of either partner, consanguinity, impotence undisclosed to the other partner, or facts which would make the marriage bigamous. On the other hand, members and ministers of the Church are specifically instructed that the remarriage of persons who have been divorced for any cause arising subsequent to marriage is illegal. The sole exception is that which a minister may make at his discretion in the case of the "innocent" party to a marriage dissolved on the grounds of adultery, after all the facts and proofs have been considered by ecclesiastical authority with the benefit of legal advice.

The new canon for the first time recognizes reasons for "nullity," that is, for saying that a previous marriage can be wiped off the slate as if it never had been. Heretofore this has not been possible even in the case of people married under duress or by mistake or to a spouse found to have been insane or feebleminded at the time of the marriage. The point of view of the new canon seems to be that under these circumstances the marriage did not "take," as one might say of a vaccination. But if marriage was contracted by normal people without fraud or force, there is still no way out, in the eyes of the Church, however mistaken subsequent experience shows their judgment to have been, unless one can prove, factually and legally, that one's spouse has been adulterous. The present view sanctions another chance only for those who have been grossly mistaken or victimized; its justification of remarriage is one's past misjudgment or misfortune, not the future potentialities that remarriage might offer, both to the individuals concerned and their families and to the community in which they live.

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# Ragged White Collars

By GERTRUDE SPRINGER

"WHAT can I do! I'm going to be put out of my room on Saturday if I don't pay—and this is Thursday. I've never asked before, but I can't get a job, and I haven't any place to go."

The girl in the blue hat, rouged lips quivering, had come to the panic point. Jobless for months, every resource exhausted, charity or the street was her portion. White-collar girls, say the social workers, come to the panic point just before they lose the roof over their heads. They double up with other girls, move into dark, closet-like bedrooms, but there comes a day when the street is only three days off. Then and only then do they take the plunge into charity.

White-collar men, without families, take a longer chance, say these same social workers. They wait for the plunge until they are locked out of their rooms, until they have pawned all but the clothes they wear, until they have tried the park benches and the breadlines and at last a little furtive panhandling. Only when they find this way of life unendurable do they turn to the established sources of help. White-collar families take the plunge when the corner grocer cuts off credit and they can no longer get anything to eat.

New York is fringed, says Brigadier George Darby of the Salvation Army, with little houses where, behind tidy grass plots and neat white curtains, people are literally hungry. Clerks, salesmen, skilled artisans bought the little houses on a shoestring when wages were high and work seemed secure. To accumulate even a small equity absorbed most of their saving capacity. Then work and wages vanished and one by one every asset was eaten up. Only the house, mortgaged to the hilt and liable to foreclosure, was left. And you can't eat a house. That's when the white-collar family resorts to charity.

Time was when a white-collar case was an event in the social worker's life. Not so today. The white-collar poor, pushed into dependency by long continued unemployment, are a large and rapidly increasing charge on community resources. The old pattern of the poor has completely changed. Where one white collar was forced to charity last winter, twenty must now make the unhappy turning—and the winter is only beginning.

The Salvation Army foresaw last year what this winter has so surely brought and began to experiment at its New York headquarters in methods of reaching and dealing with the white-collar poor before it arrived at the panic point, methods which, the Army hoped, would be adaptable to other communities. Brigadier Darby, spare, grizzled and gentle-voiced, to whom the work was entrusted, called back to service a group of retired officers, experienced for years in dealing with troubled human beings. They called themselves Confidential Counselors. To uncover the cases they wished to reach, a very careful statement of the new service was made in the newspapers. This, Brigadier Darby now feels, was a mistake. It brought in at once a flood of applicants of the "old poor" who properly belonged in the regular relief department. Only after several weeks had elapsed did the real white-collar folk begin to draft fearfully in, producing the worn newspaper clipping as an introduction.

A better approach, it was found, was through lawyers and the officers of banks and mortgage companies to whom the desperately driven were turning for advice. It so happened that Brigadier Darby, as one of the legal staff of the army, had a wide acquaintance in that field. By telephone and by letter he offered the Army's help for the "self-respectingly proud" who were losing the struggle. "A letter of endorsement from you," he said, "giving an outline of the facts will reduce further questioning to a minimum and reasonably protect us from imposition."

Thus the man who was at the end of his rope came to the Confidential Counselor. He came always by appointment so scrupulously kept that there was never any waiting time to drain his courage. His dealings were with one person only. He told his story behind a closed door. His case was never transferred. When the Counselor visited the home he wore ordinary dress, not uniform. "At first," said Brigadier Darby, "we tried to get the formal information such as our regular relief workers ask for. But it did not always do. These men had been promised a confidential relationship and they were shy as a deer of anything else. More than once we saw the inquiry for the wife's maiden name change a man's whole attitude. So we dropped formalities, accepted the statement of the person referring at its face value and went on from there."

Richard Chiara, for Jewish Welfare Federation, Cleveland

These cases, hundreds of them by the end of the winter, came from all over New York—Riverside Drive sent its quota—but most of them came from the outskirts where an equity in a neat little house was a frozen



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asset and where credit at the grocery-store had stopped. About 16 per cent of the cases required nothing but good common-sense advice, stiff moral support in a course clear but difficult to follow. Another 16 per cent were cases best handled by the regular department. A third group of similiar size were straight unemployment cases for which the Army had its regular facilities. Thus about half of the applicants qualified as cases for the Confidential Counselors.

In most of them a little property was involved. In all of them social standing in a group or neighborhood was a factor. In none of them did the hand of the Salvation Army show itself publicly. In many instances not even the wife and children knew that the new friend who was lending Daddy some money was the agent of a charity. The Army's service included immediate assistance in the home, help in salvaging insurance, help in the adjustment of mortgages, wide contacts for a job hunt and about everything else that one friend does for another who is in trouble.

"Of course we had our disappointments," said Brigadier Darby, "but for one disappointment we had fifty satisfactions. Some of the loans we made are already being paid back, though we urge the family not to do so until it is entirely on its feet. I think that fully 60 per cent of the money we put out will be returned. We consider last winter's experiment a success and will enlarge on it this winter. We shall avoid public announcements but will spread the word through people whose endorsement we can accept and whose business brings them in contact with men at the breaking point. We learned last winter that in order to help these shy, proud new poor we must absolutely respect their privacy, must hold their confidence inviolable and must be infinitely patient."

SO overwhelming is the number of white-collared unemployed in New York this winter that the Emergency Work Bureau, which last winter was able to take them more or less in its stride, now sees them as one of its major problems. Pick and shovel made-work does not by any means meet the situation. Fresh new fields of work must be found if this white-collared army, tens of thousands strong, is to be saved from rout.

In making his plans for this winter William H. Matthews, director of the Emergency Work Bureau, took a leaf from Philadelphia's experience of last winter. The Philadelphia Committee on Unemployment Relief, known as the Lloyd Committee, found an almost inexhaustible source of useful occupation for white-collar men in the office of the municipal traffic engineer, the Bureau of Maintenance and the Electrical Bureau. Work was accomplished which the ordinary personnel could not have completed in five years, work which, to quote the traffic engineer's report, "brought Philadelphia up to a reasonably satisfactory standard of traffic control." Among the studies completed was one of accidents at over one hundred busy street corners and another of traffic in the vicinity of four hundred schools. Nearly ninety thousand accident records were transcribed and sorted and entered on accident spot-maps. Traffic volume counts and traffic flow-maps were made at 1700 street intersections. Parking data, bus and taxi information were collected and tabulated. The statistical work alone afforded ten thousand hours employment, and drafting three thousand hours more. These projects gave the city a total of 21,500 man-days of work during the four months they lasted. The number of men employed ran up to 650. The city furnished material and supervision and the Lloyd Committee paid the wages.

Where Philadelphia put hundreds of men into white-collar made-jobs New York will this winter put thousands. The Gibson Committee, successor to the Prosser Committee, has allocated to this purpose a goodly slice of the twelve million dollars it confidently expects to raise and Mr. Matthews has the job sources lined up and organized. Registration offices, uptown and down, were opened late in October with the staff, except for trained supervisors, recruited from among the unemployed themselves. The necessary check-up of facts was likewise put in motion, so that by the time the fund is assured the preliminaries will be completed and the flow of men and women into jobs will begin. Certain regional plan studies, long desired, for which no funds were available will absorb five thousand for four months. A traffic survey for the Port of New York Authority will take one thousand. A new city directory—New York has not had one for years and badly needs it—will take three thousand. There is practically no limit to the kinds of skills that these projects will require—field men, house-to-house canvassers, tabulators, file clerks, typists, draughtsmen, statisticians, will all be needed.

Just now, under the stimulus of money-raising publicity, the Bureau's registration offices, scattered all over the city, are drawing a horde of applicants. No fund however large could provide jobs for all who want and undoubtedly need them. The best that can be done is to discover as accurately as possible the degree of need and to allot the jobs to the most necessitous. Meticulous case work is out of the question. The rules are fairly elastic, but in general the unattached man is not accepted—the city makes other provision for him—and the unattached woman only when she has no family to fall back on. Family men, and women with dependents with no income from any source, are given preference, but in the case of large families where one member perhaps is bringing in a small insufficient wage this may be supplemented with enough work-relief to bring the family income up to $65 a month.

New York, for its white-collar relief, depends entirely on contributed funds. No organized effort has been made to induce employers to take on more people at the expense of those already employed. Cincinnati has tried this in a small way among its retail merchants. A store employing eight sales people, for instance, will take on two more with the pay of the eight spread out over the ten. Which is probably good for the community and certainly for the two, but is undoubtedly hard on the eight.

The white-collar people whom the Emergency Work Bureau deals with are just one step short of charity, just at the brink of the panic point. Their work history is usually good. Until the present catastrophe struck them they had had little or no experience with employment agencies. Only when unemployment persisted and cold fear crept in did they start on that dreary round. Now they see fifty applicants for every job and as their resources dwindle to nothing and their credit disappears they are terrorized. To come to the Bureau at all spells social regression. The work and wage that it can offer mean a definite lowering of vocational status, a status which in the case of the older men and women, will probably never be regained. They are humiliated and confused and on the verge of panic. "What can I do? I'm not asking for charity. But my God I've got to have a job."

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# Bacon and Beans and Limousines

By WILL ROGERS

*A radio address for the President's Committee on Unemployment Relief*

NOW don't get mad and start turning off the radio. I'm not advertising anything. If the mouth wash you are using is the wrong kind, you will just have to keep on using it, and I don't know what cigarette will drag in your Adam's apple, unless you lay off apples.

Mr. Owen D. Young and Mr. Gifford asked me to annoy on this program. You just heard Mr. Gifford, the biggest hello man in the world, a very fine high caliber man, but what a job he has got! Mr. Hoover just told him, "Gifford, I have a remarkable job for you; you are to feed the several million unemployed."

"With what?" says Gifford.

"That's what makes the job remarkable. If you had something to do it with, it wouldn't be remarkable."

And Young, Owen D. Young. You know Young. He's the originator of the Young Plan, the Young Men's Temperance Union, Young's Meat Market, Young Kippur and was the first Democratic child born of white parents in Youngstown, Ohio.

The Young Plan was that every nation that owed each other should pay what they could. But somebody came along with an older plan than the Young Plan; in fact, it is the oldest plan there is. It was that nobody pay anybody anything. So that being an improvement over Young's plan, why it's the one Europe is working under now.

Well, Mr. Young called me up and asked me to talk on this program. I told him I was very particular who I appeared with, and who would be the other speakers? He said, "Would Mr. Hoover be all right?"

I told him I would think it over. So I did. I looked up everything about him and inquired and found that after discounting about two thirds that the Democrats said about him, I had nothing much to lose by appearing with him. So I took a chance.

So if we do all right today, there's liable to be a new team on the radio—Hoover and Rogers.

I told him to get Mr. Coolidge in it, he would be selling some insurance. Mexico's president is about to resign, Spain's resigned, Chili had a crate of 'em lately, so that leaves Mr. Hoover the "dean of Presidents."

Mr. Hoover has done some splendid work for us lately. He rounded up the bankers and told 'em if they wanted to continue to get 8 and 10 per cent from the yokels they'd better start letting out some dough without the security of a right eye and three ribs. He told 'em to melt some frozen assets.

A frozen asset is just a banker's mistake. Anyhow, he sent 'em home renewing notes.

So now things are different. Everybody is holding their own. In fact that's just what's the matter with the country. Everybody is holding their own and won't let go.

We used to be told that depression was a state of mind but starvation has changed that impression. Depression is a state of health. It's moved from the mind to the stomach. And it ain't really depression either. It's just a return to normalcy. We are just getting back to earth and it don't look natural to us any more. We are back to two-bit meals and cotton underwear, and off the $1.50 steaks and silk under-rompers.

The trouble with us is America is just muscle-bound from holding a steering-wheel. The only place we are calloused from work is the botttom of our driving toe.

Now everybody has a scheme to relieve unemployment. Now, there is just one way to do it, and that's for everybody to go to work. Where? Why, right where you are. Look around. You see a lot of things to do, weeds to be cut, fences to be fixed, lawns to be mowed, filling stations to be robbed, gangsters to be catered to—there are a million little odds and ends right under your eye that an idle man can turn his hand to every day.

Of course, he won't get paid for it, but he won't get paid for not doing it. My theory is that it will keep him in practice in case something does show up. You can lay off so long that you can lose the habit, so keep practicing so work won't be a novelty when it does come. You eat just as much loafing as you do working. In fact, more; you got more time.

THE trouble with us today is we are in such bad shape that it takes us all day to tell about it. We keep yawning and yapping for the good old days of '26, '27 and '28. Well, we might just as well wake up, for those cuckoo times are not coming back any more. How we all escaped a lunatic asylum during that time is more than we know now. We paid a dollar down on everything under the sun that anybody had to sell. I had a fifty-cent equity in every lot in Beverly Hills.

Now here we are worrying and reading in the papers about a hundred different problems that they got us all excited about and making us believe they amount to something. This country has got just one problem. It's not the balancing of Mr. Mellon's budget (that's his worry, not ours). It is not the League of Nations that you read a lot about. It's not the silver question. Not one of those things mean a thing in the world to us as long as we have seven million of our own out of work.

That's our only problem, and to arrange the affairs of this prosperous country (yes, prosperous right now), to so arrange it so that a man that wants to work can get work, and give him a more equal division of the wealth the country produces. Now if our big men in the next year can't fix that—well, they just ain't big men, that's all.

What does all this yapping about disarmament amount to, compared to your own people that haven't worked in two years? What does prohibition amount to, if your neighbor's children are not eating? It's food, not drink, is our problem now. We were so afraid the poor people might drink, now we fixed it (*Continued on page* 219)



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# Labor on Relief and Insurance

By LOUIS STARK
*Editorial staff The New York Times*

LAST year in these columns I said that unemployment hung like a wraith over the proceedings of the Boston convention of the American Federation of Labor. This year, when the delegates met at Vancouver, at the fifty-first annual convention, the wraith was still present—only more so.

Just as unemployment was almost the sole subject when two delegates met at the Boston convention, so was it the outstanding topic among delegates at the Vancouver meeting. With this difference—that at Vancouver the delegates looked back on another dispiriting year of unemployment and ahead to they knew not what.

At Boston the reports and resolutions recounted the evil effects of a year of unemployment and in the Building Trades Department, at least, there was some sharp criticism of the federal government for alleged laxity in speeding public works, for failing to get behind the three Wagner employment measures and even criticism of President Hoover himself. Several days after the Building Trades heads had had their say on what they considered the sins of omission by the nation's chief executive, Mr. Hoover himself addressed the Federation convention and preached the gospel of "individualism."

It was not until Mr. Hoover returned to Washington after his round of speeches, including the one at Boston, that he announced the appointment of Arthur Woods to head the Federal Employment Committee. How the nation muddled through last year's unemployment difficulties was a matter of history to those who met at Vancouver beginning October 5. It was colorful history, too.

Beset by the additional inroads made by unemployment on the ranks of their membership, weakened financially by the further drains on their treasuries and worried and harassed by the tales of misery poured into their ears by their members—some unemployed for the better part of two years—organized labor's leaders were,—well, in a somewhat desperate state at Vancouver.

Aware that if the depression lasted another year union treasuries would be further depleted—some drained dry—the unanimous sentiment of the delegates was for adequate unemployment relief. Some were of the opinion that there was no telling when the depression would be lifted, that perhaps three or five years would elapse before a return to "normal," whatever "normal" may mean in these days.

Adequate relief for the unemployed was one of the main recommendations of the officers of the Metal Trades Department to the Federation convention. In their report the officers of the department expressed the feeling that there was no reason for believing that the wealthy would contribute in larger volume than last year to local community chests. It was therefore asserted that because unemployment had increased in the last winter and because savings were exhausted more extensive relief must be provided this year. The officers in the metal trades division went so far as to say that there would be need for federal relief in more than one part of the United States this winter to prevent cold and hungry workmen from being "driven to desperation."

The cry was for "action." The unemployment program, enacted at the Boston convention, was again approved, with some additional recommendations. But some did not consider that program enough. And thereby hangs a tale, a surprising one, hinging on the debate regarding compulsory unemployment insurance under federal or state supervision.

It was in the discussion of unemployment insurance that the convention reached the climax of its deliberations. As preliminary to the debate there was an address by Senator—former Secretary of Labor—James J. Davis whose attacks on the "dole" were resented as not being "cricket" even by some who opposed unemployment insurance for the American labor movement. It was an *argumentum ad hominem* that Mr. Davis made, picking out the more or less obvious failings of the system—which even the British do not deny—and failing to mention some of the elementary features of the British social-insurance program that are to be found on the other side of the ledger. The British fraternal delegates were compelled to inform the convention of some things about unemployment insurance that even a former secretary of labor might have been expected to know.

All this was preliminary. On the day before the convention adjourned the Resolutions Committee, of which Matthew Woll was president and Victor Olander secretary, presented a report opposing unemployment insurance as "unsuited to our political and economic requirements and unsatisfactory to American working men and women." The committee report was opposed to the three pro-insurance resolutions offered by the American Federation of Teachers, the Central Labor Council of Seattle and the American Flint Glass Workers Union of North America.

The debate on the report lasted all day. It was lively and spirited. While there was no doubt of the outcome—that the insurance proposals would be rejected as they were last year—the debate and the vote furnished several surprises. In the first place, instead of a small group of delegates representing unions insignificant in membership, the proposal, it appeared, had made much progress since last year. Adhering to the demand for unemployment insurance this time were Daniel J. Tobin, former treasurer of the Federation and veteran president of the powerful International Brotherhood of Teamsters, and W. D. Mahon, president of the Amalgamated Association of Street and Electric Railway Employes.

Both Mahon and Tobin are men of the Gompers school, steeped in the conservative tradition of the late leader with whom they had been closely associated for many years. Their defection to the cause of the radical wing was one of the upsets of the convention and made many of the old-line delegates sit up in surprise if not amazement; even though Mr. Tobin's opposition to the report of the Resolutions Committee might have been attributed, to some extent, to his "anti-Executive Council" attitude in recent years.

Offsetting the defection from conservative ranks pre-



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sented by Tobin and Mahon there were ranged on the other side William Green, president of the Federation, Vice-president Woll, Charles P. Howard, president of the International Typographical Union, and John P. Frey, secretary of the Metal Trades Department.

Mr. Tobin said that "there is not a labor hating institution in America, from General Motors down to the smallest corporation; there is not a large banking firm that does not stand opposed to any such scheme as unemployment insurance." He warned that "it is dangerous when the bankers tell us we can be fully relied upon because we are exceptionally conservative and can do nothing to hurt the government of our country. Of course we wouldn't do that anyway."

Mr. Tobin emphasized the question of immediate relief. Governmental relief and not "passing the hat" by "local community funds" was the keynote of his address. He sketched the outlines of events that led to the moratorium declaration by President Hoover, of the quick action taken by the bankers of the nation in forming the $500,000,000 pool to stabilize banking and credit institution, and added that "if we refuse to make a declaration in favor of helping those millions [of our membership that are suffering] through governmental appropriation or otherwise before we leave this convention," it would "indeed be discouraging."

MR. MAHON confessed that after forty years of conferring with employers on matters such as old-age pensions he had been forced to the conclusion that relief of this sort and unemployment insurance could come only through government influence and direction. He declared flatly that he could see no way of meeting the problem of unemployment other than through unemployment insurance.

Delegate Olander maintained that the question of immediate relief for the needy was confusing the issue. He inquired whether the delegates had so far lost their virtue and were so desperate in their desire to feed the hungry that they thought of nothing else, "regardless of consequences." He reiterated that the report of his committee declared that unemployment insurance would interfere with the liberty of the individual worker and would result in the employer increasing his hold over the worker. His argument in this direction was, in effect, that the British system obtained in a country where a larger proportion of workers were organized than obtained in the United States. In England a man applying for unemployment benefit has to take with him a statement from his employer giving the reason why employment was terminated and the claimant, he said, was given a chance to comment upon the employer's statement.

"That sort of provision may work in a country like Great Britain, where the number of organized workers is much larger proportionately than the United States," he continued. "That sort of proposal used in America, with the great industrial corporations that we have here and into which trade unionism has as yet made no headway, would be fatal to our organization's efforts in the future."

The necessity for registration of some sort at an employment exchange or otherwise and the requirement that a workman carry a book or certificate of identification, was the anvil upon which he, as well as Mr. Green and Mr. Woll, hammered their argument. They submitted reports of the British and German unemployment scheme covering this point. For the former, a recent report of the British minister of labor was quoted as follows: "In every case the employer is asked to give the reason why employment is terminated. . . . The claimant is given an opportunity of commenting upon the employer's statement if the reply indicates that benefit should not be allowed."

Commenting upon the German system the Executive Council said:

> The insured worker who loses his job is expected to report to the unemployment office in person. He presents a written statement from his last employer and applies for work. Unemployment must be involuntary. . . . Persons refusing to accept jobs may lose benefits. When he has received benefits for nine weeks he cannot decline employment in occupations other than his own. If his work is highly seasonal he has to accept a position outside his own trade in less than nine weeks or lose benefits.

Delegate J. J. Duncan of Seattle, sponsor of one of the unemployment insurance resolutions, referred to the strong speech made by President Green on the opening day, declaring that "the right to work" was a corollary of the Jeffersonian doctrine of "the right of life, liberty and the pursuit of happiness." He summed up his argument as follows:

> I say to you that any agency that says to them [the seven million unemployed], "Thou shalt not steal; thou shalt only provide for thy family according to the laws laid down by me"; that agency, unless it is ready to commit wholesale murder by denying me and my family and by denying millions of others throughout the United States the right to live, must provide assistance for our people.
>
> If we say to the United States or to any other governing body that "You must assure us the right to work" then it is only logical that we in turn must say to that government, "If you deny us the right to work, you must at least provide some means of feeding our families while we are waiting for the opportunity to work."

When the viva voce vote was taken the opponents of unemployment insurance were unmistakably in the ascendant. What a rollcall would have disclosed is a matter of speculation. There are thirty thousand votes in the convention. Speaking with one who is conversant with the sentiment of the various international unions, supplemented by information gained directly by inquiries after the vote had been taken, I was led to believe that a rollcall would have disclosed something like eleven thousand to twelve thousand votes for unemployment insurance, a more than formidable minority.

What was just as important perhaps as the debate itself was the clear indication that unless adequate relief were forthcoming quickly and unless measures were taken by industry to speed up employment, some of the leaders, at any rate, would not be responsible for what another year might bring.

So strong did the tide apparently swing toward unemployment insurance and so impatient were the speakers—even those who opposed the measure—with what they considered to be "inadequate relief" that great pressure was brought to bear on the Executive Council to formulate a demand upon Congress for early action by direct appropriation—"millions, billions if necessary"—for relief. Mr. Green made a statement to that effect in the convention hall, winding up the debate, and when the Executive Council held its regular meeting following the adjournment of the convention it was decided formally to make such a demand upon Congress.

It would be futile to attempt a prediction as to the course of the convention next year on the subject of unemployment insurance. That is on the knees of the gods and awaits the outcome of the industrial-economic-political-financial situation of the world in the next twelve months.

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# Ere We Meet Again

## The American Legion and Child Welfare

By J. PRENTICE MURPHY

*Executive Secretary, the Children's Bureau, Philadelphia*

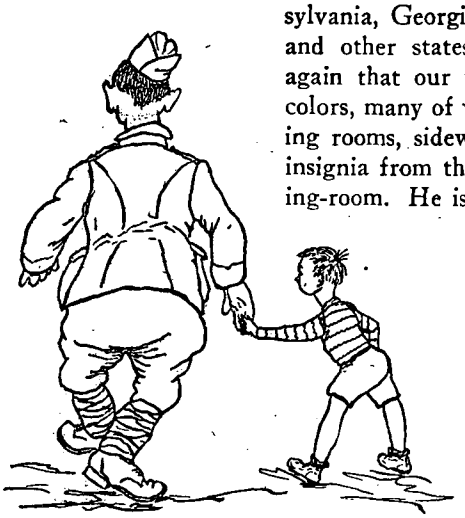
IT'S a red hot night! The long train of Pullman sleepers is crowded with folks bound for the Annual National Convention of the American Legion. According to the usual fare of the weatherman this night should have been cool. The last week of September lacked its accustomed sparkling days. Detroit delivered about everything else it could to the smooth running of this convention, but the forces of nature contributed an appalling heat.

The passengers on this train are talkative, relaxed and chummy. There is a goodly sprinkling of mothers and wives. One man is bringing his bride. We are quickly introduced because for a moment he thought he recognized a friend he had not seen since the return from France. A white-haired mother watches with amusement the antics of her son's friends. He confides over a cigar "My mother is 'nuts' on the Legion. Two of my brothers died in France. The whole of the Legion might go crazy, but it would be all right, so far as she is concerned, if I keep straight. Of course she knows that some of the fellows won't keep very straight, but again she understands and doesn't worry."

Later we talked to this mother. Apparently she is a person of keen intelligence and much interested in the welfare agencies of the southwestern Pennsylvania community in which she lives. She has dropped for the minute her worries about unemployed miners and their needy wives and children. "They won't be out of my mind, I guess, for months and months."

We sit in at a very good impromptu pantomime show in the observation car. A Slavish boy, with considerable acting ability, takes off a much remembered, but not too much loved overseas officer. The scene is a "Y" dance somewhere in France. The emphasized mannerisms of the absent officer cause howls of laughter. One nervous passenger departs for his berth, but his anxiety was illfounded so far as this group is concerned. Far into the night there is singing and stories; a little drinking, but no observable intoxication. One man in the party enjoys himself by exploding half a dozen caps every time the train stops, but this is, in part, an emotional release and also, as he confides, a means for getting even with a "stuffed-shirt, snoopy" Legionnaire who went to bed the moment he got on the train, and who belongs to the Legion but not because he likes it.

The men with whom I talked are friendly. To some of them the week in Detroit comes as a "break" in the midst of business and other worries. If this trainload of passengers represents a cross-section of the United States, then the average is high. Some questions are raised as to how the press will write up the Detroit convention. Regrets are expressed over the fact that the wet fringe will lead to renewed misrepresentations. One man stresses the fact that the Legion membership is no more selective than were the men who served in the armies of the United States during the war. There is a keen discussion as to just how far any big convention disturbs the everyday life of the city in which it happens to meet. Perhaps the financial gain is slight, yet high-powered and ably run convention bureaus throughout the land never seem to grow weary in extending invitations to national organizations.



From a drawing by a Legionnaire

THE general tenor of the conversations is not that of reformers, but this lack may indicate strength rather than weakness. The fact that we are not a member of the Legion or entitled to membership does not affect the spirit of hospitality. We develop a common interest on the basis of what the Legion is trying to do for children. One jolly person is a member of his department's Child Welfare Committee. He is also the treasurer of the Associated Charities in his town. He is planning to attend the meetings of the Child Welfare Conference of the Legion.

This is not a night for early retiring. One does not meet so many friends every night in the year, nor does one have so good a chance to escape from the daily grind. However, with songs here and there ringing in our ears, we go to bed to prepare for Detroit.

The Union Station is crowded. Trains are arriving literally from the four corners of the United States and folks are coming from distant islands. It would be worth a long trip just to observe the different types as they pass by; the men from Massachusetts, Texas, California, Pennsylvania, Georgia, Montana, Missouri, Nebraska, Colorado and other states. The music is infectious! One realizes again that our flag is a thing of beauty! The regimental colors, many of which were carried in France, light up waiting rooms, sidewalks, streets. A blind veteran, with a few insignia from this country and France, is led into the waiting-room. He is surrounded by friends, quickly recognizing each one by the voice. Rarely have I seen a finer face. Apparently to him this is a sort of spiritual pilgrimage! Another veteran, minus a leg and an eye, comes by. He likewise is surrounded by friends. He has enough mirth for a dozen men.

Outside there is a continuous marching of men. Across the way a church has opened its doors. Many people are entering, for this is Sunday. One hears part of the organ prelude. It is drowned out



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by the music of a band playing Sousa's Stars and Stripes Forever. A hymn wafts out from the church. The few bars we catch sound like Ten Thousand Times Ten Thousand. More men march by. There is music—music everywhere! There are men—thousands of them—possibly a total of a hundred thousand Legionnaires in the city. In more ways than can be described they have taken possession of this—one of the largest cities in the country.

The local press carries leading articles as to the law and order aspects of the convention. Ralph T. O'Neill, commander of the Legion, is quoted in a statement challenging those who "have attempted to prepare the country for a gigantic debauch. . . ." The Legion "never will be offered as an excuse for unlawful conduct." The city has made extraordinary plans for the convention. Many temporary structures have been erected. Some of the main streets have been transformed into open-air museums of mementoes recalling war days. The streets are jammed with pedestrians. Motor traffic is slow and at times quite stationary. The leading churches, representing different sects and denominations, have advertised special services on this, the opening day. We are told that these services have been well attended—many of them crowded with visitors, but outside all day, and far into the night, are the marching men; the many bands; the music-filled air; the innumerable groups of reunited friends; the spectators.

One hears the screech of a motor cop's horn, followed by others; the resplendent car of the national commander dashes by. One becomes more aware of the increasing importance which attaches to this office in the civic and social activities of the forty-eight states. Unusual considerations are accorded the national commander. He represents in his person and in his office a rising tide of influences of which no one can afford to be ignorant. The more than one million members of the Legion have programs, only a few of which have crashed through Congress. Those who are directing the national, state and local programs carry grave responsibilities. To what extent they will lead or be driven is for the future to tell.

LEGIONNAIRES in an annual convention lead a goldfish existence. The delights of privacy are not a part of convention week. Those who offend in personal conduct perform before a packed house. No act and no line by some inconspicuous member on the stage is missed by the audience. It would be interesting to turn the white light which is beating on this city and its visitors on any American community. Some of the scenes would not be very lovely, but as in the case of the Legion, some of the most effective and socially wise activities would not lend themselves too easily to public display.

The general sessions of the Legion will be concerned with a program which includes subjects such as are being discussed by conferences of social workers, legislative groups, business organizations and chambers of commerce. The Legion from time to time will commit itself in approval or disapproval of programs of action. It will be quoted as supporting or favoring measures which enter into the daily thoughts of every citizen. Undoubtedly the fact that the Legion in these annual gatherings goes "on the record" gives it added power. It is not solely a forum. In this regard it follows the pattern of the American Medical Association, the American Bar Association, the American Federation of Labor, the United States Chamber of Commerce, to mention only a few of such bodies. One wonders whether social workers through their state and national gatherings, through their professional organizations, might not gain an influence and play still more effective parts in our social life if they were less forum-minded.

The Child Welfare Conference of the Legion opens its special sessions in the Masonic Temple. Six hundred people are crowded into a room which on a cool day might comfortably hold three hundred. The program lasts for two hours and a half. The audience is composed of men and women who have developed and are responsible for the Legion's family- and child-welfare programs. Many social workers are present. The setting and the spirit of the meeting are such as one meets in general social welfare gatherings. The half million members of the American Legion Auxiliary play important parts in the work of the Legion's National Child Welfare Division. The chairman of this meeting is Emma C. Puschner, director of the Division. Associated with her in running this meeting are Edwin E. Hollenback, chairman of the National Child Welfare Committee; Milt D. Campbell, vice-chairman, and the following chairmen of the five areas: John D. Crowley, Dr. Sam A. Loveman, Jack W. Tyson, Tom S. McConnell, Dr. Henry G. Watters; and Louise W. Williams, chairman of the National Child Welfare Committee of the Auxiliary.

THERE is an informality about this meeting which may be characteristic of all Legion meetings. The Child Welfare Division has had a crowded year. It has been concerned with problems which affect the whole field of child welfare: family preservation; family relief; foster care of children in institutions and families, with special stress on the latter type of care; physically and mentally handicapped children; research and long-range planning all enter into the picture. The national committees are working committees; from the chairman down much service is exacted. Membership on the national committees is highly esteemed. These people are well informed.

The reports of conferences held in each of the five areas have been submitted in advance of the meeting. There is ready for each delegate a printed report of the national chairman. It is brief and to the point. It emphasizes fundamental standards. There is also submitted the report of the national director and a detailed report of the vice-chairman on the Legion's legislative program for children, state by state, as well as in terms of Washington.

Greetings are extended from important Legion and Auxiliary members. Mrs. Williams makes a brief report. What she says bears further study in view of her picturing of the extent to which the Legion is fostering the services of volunteers to aid children. Sherman W. Child speaks. He had much to do in the creation of the Minnesota Children's Code. Like the other speakers, he is brief and to the point. One would like to know them all better. C. W. Areson, executive secretary of the Cleveland Humane Society, recounts the birth of the Legion's child-welfare program. It is an important statement. Some day it will appear in a history of child welfare in the United States. It is not a matter of mere chance that the thoughtful men and women who are concerned with this phase of the Legion's activities are engaged on an outpouring of well grounded child-welfare programs, in contrast with something more bombastic and less fundamental which might have been tried. Miss Puschner and her associates have done a good job. The

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results of careful planning are evidenced in the child-welfare activities of the Legion.

Gov. Theodore Roosevelt slips into the meeting. He has just arrived from Porto Rico. His part in the program is as interesting as any. One notices a certain frailty of build. He tells the story of progress in Porto Rico. He pictures appalling problems but it is evident that he and others are expressing a deep and sincere concern. There are gains and these are heartening. He speaks slowly, distinctly, modestly. One is impressed by his use of English and an appealing tone of voice. He has a curious way of gesturing, cocking his forefingers so that one can easily imagine that there is a gun in each hand. Thirty minutes pass like five.

A letter is read from President Hoover. He congratulates the Legion, through Edwin E. Hollenback, for its activities in behalf of children. It is a good letter and is well received. The meeting adjourns to reconvene through sessions which last for five more days. No one engaged in children's work is going to escape influences radiating from these meetings. The Legion is aware of what is being done by non-Legion child-welfare agencies. The latter may well reciprocate.

One comes out into streets if anything still more crowded. The marching men, the flags, the music, the spectators are still there. How common the purposes are no one knows. Truly now we are looking at a cross-section of America. From top to bottom this is what we are. "Many men from many lands." Out of common dangers, accepted with different degrees of willingness, they fuse for the moment.

As we slowly wend our way for a home-bound train we pass a gaily bedecked band of musicians which, according to one bystander, can play but not walk. Later we cross the tracks of three tired and irresponsible veterans meandering back—the fairies alone can tell whither. Their helmets and heavy woolen uniforms are not for evening temperatures still over ninety. One of them remarks—prayer or imprecation, take your choice—"My God, it's hotter'n hell."

This is not the whole picture—it is what one person saw. In any judgments as to what went on in Detroit during this week we might remind ourselves, "To be merciful, for each man is having a hard fight."

But the folks in the Masonic Temple had interests of a higher order. They, and the great host they represent, live on another plane. They would accept the thought, let us hope, that all of us, viewing the job of the present and facing the unknown problems of the years ahead, will echo the words of Henry Ahmitt Brown, inscribed on the Washington Memorial Arch at Valley Forge:

> And here in this place of sacrifice, in this vale of humiliation, in this valley of the shadow of that death out of which the life of America rose regenerate and free, let us believe with an abiding faith that to them union will seem as dear and liberty as sweet and progress as glorious as they were to our fathers and are to you and me, and that the institutions which have made us happy, preserved by the virtue of our children, shall bless the remotest generations of the time to come.

# How Professional Women Fare

By VERA KELSEY
*American Woman's Association*

WHAT the depression is doing to successful business and professional women—teachers, social workers, doctors, artists, nurses, shop-keepers, private secretaries, musicians—is brought out in a study just completed by the American Woman's Association of New York City in which 1917 of its 4800 members participated. The survey, begun last spring as a contribution to the work of President Hoover's Committee on Unemployment, was to discover the extent of unemployment within this group; to learn how long the individuals remained unemployed, what they lost in earnings and how they met the situation. The A. W. A. is representative of women only in the upper levels of employment whose median earned incomes are $3030. The questionnaires were returned between February 1 and March 15, 1931, by individuals engaged in 150 different business and professional occupations.

As compared to total average experience, a small proportion of these business and professional women considered as a single group have been thrown out of work. Unemployment estimates for Greater New York show that 13 to 20 per cent of all wage-earners were unemployed at the time the data for this study were collected, while 6.2 per cent of these 1917 members of the American Woman's Association reported loss of employment. The study also disclosed, however, that approximately half of the group are employed in endowed or tax-supported organizations (schools, libraries, civil service and so on) and it was their greater security as compared with workers in commercial and industrial organizations which cut down the percentage of unemployment.

Thus 11 per cent of the women who in 1929 were employed by commercial enterprises, 12 per cent of those employed by manufacturers and 14 per cent of those working for transportation and communication companies were out of their regular jobs at the time the study was completed. On the other hand, only 1.5 per cent of the teachers and other workers in educational institutions, 1.2 per cent of the employes in government service and 4.2 per cent of women in semi-public institutions were unemployed. Many a librarian in boom days envied the woman advertiser who could afford taxicabs and a squirrel coat. But now the librarian, secure in her job, hears tales of woe from friends who once considered her occupation ill rewarded. The only types of business enterprise which compare in security to the salaried worker with non-commercial organizations are the ones dealing in food or shelter or both, such as tea rooms, cafeterias and hotels.

The survey disproved two theories widely held. Most people believe that the younger the worker the greater her likelihood of keeping her job. But judged from the standpoint of age, these figures reveal that there was relatively more unemployment among women under thirty-five (9.3 per cent) than among those over thirty-five (5.1 per cent). Moreover, it has been repeatedly said that employers discriminate against married women living with their husbands. Apparently such is not the case. Of the women holding posi-

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tions at the time of the study, 6.4 per cent were married, and of the unemployed women, 6.2 per cent married.

The second phase of the situation, that of decreased earnings, was shown to involve a far greater number. More than a fourth of the entire group reported loss of earned income. The women most drastically affected were those conducting an independent business or profession. More than half of this group reported a falling off in earnings. Salaried women in commerce and industry represented the group next in importance among those thus affected. Nearly 13 per cent of those in manufacturing and 18.7 per cent of those in transportation and communication suffered salary reductions. On the other hand only 6.8 per cent of all those reporting had had bonus cuts. Because the majority of the club members are engaged in executive, clerical, sales and professional work, it is not surprising that loss of salary through layoffs for indefinite periods was quite exceptional and only 1.3 per cent of the members stated that they had been forced to take vacations without pay.

At a time when the demand for workers professionally trained to administer relief and to carry on the work of the social agencies has more than doubled, contributions to the support of these organizations have lagged behind the increased need they have been called on to meet. As a result the social worker has been pressed for extra work at reduced pay. Of the social workers included in this study, 16.7 per cent reported lowered salaries. These were all professional social workers, and included no clerical assistants. So far as retaining their positions is concerned, however, the group was more fortunate than many others. When this survey was concluded, 93.2 per cent of the social workers participating in the study were holding their jobs.

Usually by curtailing expenditure, sacrifice of pleasures and luxuries and the strictest attention to the budget, women still employed but at lowered salary can weather the economic storm. But what of those whose wage was entirely cut off? The findings in this survey showed that up to February 1, 1931 women flung out of work typically remained unemployed for eight months. Of every ten, four were unable to find any sort of job to tide them over, three found positions for one month or less and three secured temporary work of longer duration. Ninety-six per cent of those who had experienced unemployment had found it impossible to keep up their usual standard of living.

These women who lost excellent positions have met their emergency by taking less desirable rooms, wearing old clothes, eating cheaper food, giving up all recreation except what is offered without charge by the city and by their own club. Even so, practically the entire group report that they are using their savings in order to live and a large number have had to borrow funds. Many highly trained people have been glad to accept routine work at a low wage as a temporary expedient.

Material from the survey clearly indicates that, although the possession of an A.B. degree offers no immunity against unemployment, risk of being laid off tends to diminish in proportion to education. Moreover, length of service of four years or more with one employer is good insurance against losing a job in periods of depression.

As for the relation of salary to unemployment, the survey indicates that women at the two extremes bear the heaviest proportion of it. In this group where the median earned income is $3030, 15.8 per cent normally earn $1000 to $2000 a year, while 1.7 per cent are on the "$8000 and over" income level. Yet 28.5 per cent of the total number unemployed are in the lowest income classification and 3.3 per cent are in the highest.

One final fact offers fairly startling corroboration of a belief hitherto unsupported by figures; it would appear that women with dependents as compared to those without personal responsibilities, are more successful in holding their positions. Whether their incentive is greater or whether employers maintain toward them the same attitude they hold toward married men, would have to be determined by case studies. At any rate, women with dependents, among the participants in this study have two chances to one of keeping their jobs.

# From Promoters to Parents

## What Can We Expect from the White House Conference?

By HAVEN EMERSON, M.D.

THE White House Conference has put the parents of the United States on trial. If they do not care enough for their children to use the wisdom that has now become public property, no national ballyhoo will save the child.

The individual inertia created by faith in organization, in public service, in official provision for health is in no respect more devastating than in the relation of parent to child. To quote a recent British author on Democracy, "When the present devices of philanthropy shall have had their day and their futility shall have been demonstrated, some great teacher will re-discover the old truth that salvation lies in a right condition of mind." The parental mind will have to go through the agony of abandoning the pleasant pastime of rationalizing its emotions, of exalting its family traditions, of accepting its race superstitions. It can not escape the change from sentimentalism to science which our day demands. That is not to say that emotions are taboo, or traditions unworthy, if they really work, or superstitions untrustworthy if their origins are in the eternal truths of the past.

Biology has made the ultimate challenge. It has found many of the secrets of the amoeba; it has watched eight hundred generations of that water sprite, the paramecium; it has tested its ability to start and stop growth, to develop or abolish resistance to disease, almost one can say to create life and determine its duration, shape and size. And now, from a gleaming, almost dazzling white forum, it challenges parents to disregard at their peril the lessons it offers for that most intriguing because most complicated and promis-

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ing of all animals, our own offspring, the nation's hope.

If, as some believe, the beginnings of improvement are to be found in humility, acknowledgment of error, readiness for betterment, then we must first see a willingness among parents to abandon their present self-satisfaction with their children. It is not enough to repeat the formula of infant health that growth is the child's most important job, nor to admit that for the school child there must be at least proper vision, good hearing and a growing ability to think. We have come a long way from our grandparents' days when the birth rate was thirty; when half of all the children born alive died before they reached their fifth birthday; when diphtheria took away as many cildren in a year as tuberculosis now takes among all ages of the population; when a third of all deaths were in children under two. Even more recently we have cleared our streets and schools of the hump-backed, the crooked legged, the neglected tuberculous and rachitic. We think more in terms of handicaps, breakdowns and wasted energy in attaining mature well-being than in deathrates and the incidence of disease. All these are assurances of progress but they leave us unsatisfied, and rightly so, as our standard is forced upward by the scarcity of childhood.

Remember that so long as records have been kept there has never been a time in this country when among 120,000,000 people the children were so small a proportion. There are fewer children to dignify and justify our existence as we tend to encumber the earth more persistently in old age and develop a preponderance of grandparents. In Benjamin Franklin's day in Philadelphia, for example, only six out of each one thousand born lived to reach the age of eighty. Under the experience registered in that city by the Census of 1920, 133 of each one thousand will attain four score of years. With the fall of birthrates in some New England states to lower levels than that of France, the lessened losses of infant life have filled the upper decades with actual or potential parents.

Life is no longer a dreadful mystery dominated by alternating fears and hopes, but a journey of exploration along paths charted or at least lighted by the discoverers who have gone before. There are some eminent colleagues in England who have warned us that modern curiosity and over-anxiety resulting from propaganda and confusing publicity have created a fear complex about health and that it were better if we returned to our ancient ignorance and the old stolid resignation to disease. With this attitude the White House Conference declared its uncompromising disagreement, and to all intents and purposes proclaimed in its loudest though microphonic voice that the only fear worthy of an American parent was fear of ignorance, uncertainty as to their understanding of the factors bearing upon the best and most enduring health of their children.

Just before the beginnings of the public-health movement which dates here and abroad at about the middle of the last century, it was said in Boston by an optimistic and tolerant man that "It would be hard to find a civilized people who are more timid, more cowed in spirit, more illiberal than we." Can we give evidence that this is an unfair description of us today? And yet, do we not lack courage when we see the burial procession of mothers, dying unnecessarily in childbirth, and this followed by another of infants, at least half of whom were sacrificed to the timidity of those who did not dare to demand the application of knowledge to save lives? We know so much more than we use. Again a wise-crack of the know-it-alls. But why? The answer takes us back to the cause of the challenge which has put us as parents on trial. We have moved from a traditional, through a material or physical, to a biological attitude towards life and learning which affects our whole social equilibrium and demands our attention.

To take the field of medical service and public health, for which I speak, what specifically are parents expected to do and to know so that the challenge of the White House Conference may be well and promptly met?

We may expect that parents will demand and obtain at their own expense from their family physician progressive education in the elements of healthy growth and development, based on periodical medical examination of their children's bodies and the manner of their lives. The variables of inheritance, environment, economic, social and religious status, and of the personality of each child will be considered by the physician in transforming his knowledge of human physiology and anatomy into the conduct of family life, the child's most valuable background.

Each husband will be expected to demand for his wife during her expectant nine months, at his expense if possible, otherwise through some publicly supported medical and nursing station, a guidance in the best way of life to insure a living child and a surviving mother, capable of and determined to nurse it. When it is universally demanded and provided this practice of preventive education of the individual mother, based upon precise and trustworthy medical tests and observations, is capable of revolutionizing not only our discreditable care of mothers but our attitude towards syphilis and gonorrhea and to the social obligations of the community to the working woman who bears children.

Both parents will be expected to grow with the child in tolerance, gentleness and mutual respect so that the sensitive and unformed personality and emotions of the child shall not be wounded by fear, deceit or conflict, as the child will be guarded by medical skill against the damages of infection, and by all its elders against physical accident in play or work.

THESE in their full implications are in the field of personal contributions to the child. There remain those actions and attitudes and knowledges which determine the public contribution to child health.

In this we shall expect the results of the White House Conference to show that:

Parents will learn that their children have a right to be safeguarded by the health officers of nation, state and home town by the use of tax money and the authority of the law.

Every community will have the benefit not only of official but of some form of volunteer health association which can be trusted as the conscience of the people in this field and an example and encouragement to the health department.

Parents of children will see that in appropriations and in functions the public-health services meet at least the minimum standards proposed by the American Public Health Association. To accomplish this the best way is to carry out a survey of the facilities and performance in public health in each political unit of each state. This does not imply a muckraking raid, but a journey of self-education in the possibilities of communal action in the interest of individual health.

Briefly, the parents of the United States are challenged to engage teachers of health as their medical advisers and not only as treaters of disease; to make certain that their local government employs a full-time qualified health officer; to learn the practical uses and results of effective health service at public expense; to act in the light of science.

The facts are at your disposal. Compulsion will not put them to work. The impulse to get results must be shifted from promoters to parents.

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# You Dare Not Fail

By DWIGHT W. MORROW

THE problem of raising money for these charities would be solved if those to whom you appeal could see with their own eyes what this money is to do. When one sees before him the person who is suffering, sees with his own eyes the person who is in want, it is almost impossible not to help. In a simple society it is easy for one man to be helpful to another, but as society becomes more complex and we can no longer help with our own hands we come to the problem of organizing our charities, to the problems that confront great cities and rich countries in their charitable undertakings.

We all know that it is much more satisfying to give directly than to give through other people. And yet without giving through other people, without giving through experts, it is practically, yes wholly, impossible to cover the complex field of our modern life. Thus we, perforce, have organized charity and as the next step the federation of the ninety-one organizations that are your particular concern. All of this is necessary, but all of it puts the actual giver farther and farther away from the person who is helped by his gift. Each step makes it harder and harder to visualize what the gift actually accomplishes. Each step intensifies the fog which the imagination of the giver must penetrate.

If two men meet in a wilderness and one has food and the other has none of course the one who has divides with the one who hasn't. It is very simple. But when we get into a complex society and you introduce into the question of need the consideration of how much of the need is due to the fault of the needy, or ask how many other people ought to share the burden or how close this particular trouble is to you, then the problem loses all simplicity and becomes highly complicated. Experts are needed to administer our gifts wisely. So schools are formed to give us expert trained social workers. Great institutions are built up with endowments and capital funds and these trained experts are employed to operate them. Always we are getting farther and farther away from the simple, direct act of sharing what we have with those who have nothing. Then in order to reach those who we think should share in these matters we use these strange devices of modern science, the motion picture, the radio, to try to visualize to them the ultimate end of the process of giving. But it is not as though they looked into the eyes of those who need their help. If that were possible I think there would be no question of their sharing.

I do not know of any limit to the share that is borne by the trained men and women who actually look into the eyes of those in distress. I haven't heard of any law that limits their hours of work per day when there is someone suffering in a hospital. These workers see with their own eyes the things that we see only at third or fourth hand,—on the screen, on the printed page—and the burden that they carry is limited only by their physical strength and endurance. The personal, eye-to-eye contact with trouble and suffering breaks down every question of limitation in serving just as it would break down the question of limitation in giving if the intervening structure raised by our complex society could be removed.

THE fathers and mothers of those who are here tonight started the ninety-one institutions that constitute your federation. Think what a chapter that was in the history of New York. There was no large constituency then from which to draw support. Your fathers and mothers made personal sacrifices to found these institutions, they did without things to get them going, they ran them themselves until they could rally sufficient support to staff them. They could actually see what they were doing, could look into the eyes of those they helped. But the institution grew larger, the problems of their support more complicated. New generations came along. And now a campaign is necessary. Your slogan is, "We dare not fail." Of course you will not fail. You cannot fail if you will but visualize to yourselves and to others what your fathers and mothers did to start these philanthropies, how much they gave of themselves and their resources to get going the organizations which you have but to carry on. You cannot fail if you will catch a little of the spirit of the founders of your institutions.

It is the tragic story of all life, of all peoples, this difficulty of the second and third generations in keeping up the things for which the generations which went before made sacrifices. It is the tragedy of families, of nations, of civilizations. Someone has an inspired dream and through the blood and sacrifice that goes with the beginning of things converts his dream into reality. Then his children and his children's children come along, living now in a richer world. Presently there is a period of adversity, though perhaps it would not be called adversity by people of a simpler time, and the channels of life seem seriously disturbed. We feel that we cannot afford to do the things that our fathers and mothers could not afford not to do. If we could but see at first hand, as they did, what these things are there would not be so much question for us of what we can afford. There are things that we too cannot afford not to do. To those of you who feel that at this particular time it is difficult to get money

*A few hours before his death Senator Morrow spoke at a dinner opening the financial campaign of the Federation for the Support of Jewish Philanthropic Societies of New York City. He picked up the slogan of the campaign, "We dare not fail," and turned it into the ringing challenge, "You dare not fail," applied not only to the ninety-one societies and institutions in the New York Federation, but to every social agency in the country. The Survey is privileged to print here the substance of his address—his last words spoken in public—from a transcript of stenographic notes furnished by the Federation.*



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to carry on these ninety-one institutions I say that it is impossible that the difficulties that rest upon you in supporting them can be any greater than the difficulties that rested upon the noble men and women who founded them with less, much less, adequate resources than you have, even in this period of depression.

There is another reason why you dare not fail in this campaign, a reason quite apart from the ninety-one institutions and their needs. The work you do in this campaign is being watched and will count not only for these particular charities but for all of the charitable organizations all over the land.

What you do will help other men and women in other cities and states to carry on, even though the times are troublous. If I may speak to you as one is permitted to speak in the house of his friends I say you dare not fail for the sake of the thousands of other federations and philanthropic societies of all faiths scattered throughout this land. They are watching what you are doing and they will draw renewed confidence and courage from your success.

# A Volunteer Takes a Look Around

By GLADYS E. H. HOSMER

*Illustrations by Helen Morton, Boston Chapter, American Red Cross*

"I DON'T like to work with volunteers because I have to say to them, 'Would you be willing to do thus and so?' instead of 'Please do this,'" a professional worker recently said in my hearing.

Such an attitude is by no means universal but it is common enough to indicate a troublesome lack of adjustment and understanding in the relations between the professional in the field of social work, and those of us who have retained our amateur standing.

I have a good deal of sympathy with this attitude; there are lots of volunteers with whom it is difficult for even a volunteer to work. There is the woman whose propellent interest in serving on certain boards and committees is the quasi-social contacts made with her associates; moreover, it's gratifying to feel that when your name comes to be listed among the "nice" deaths in The Transcript, it will be followed by a respectable list of the directorships you have held. (Plenty of men are not above this vanity!) The activities of such a person are usually limited to the signing of checks of such generous proportions that she escapes the annual pruning of "dead wood," and to the asking of questions at annual meetings in regard to management and policies that reveal a total lack of comprehension of what it is all about.

Then there is the woman who derives a thrill from a vicarious participation in human drama. It is always far easier to find people to serve on boards dealing with wayward girls and neglected children than on those caring for respectable and needy widows or indigent needlewomen, unless the group so identified has considerable fashionable prestige!

The worst specimen, however, is the ultra-sentimentalist, actuated with a genuine high purpose and an ardent missionary zeal, the "motherly" person who courts dependency on her efforts, feels that she is the sole defender of the downtrodden and oppressed, by society or institutions, and who looks upon the professional as heartless and hard-boiled.

Certainly these persons are difficult to work with, but since it is the social worker's main task to deal with personalities, why not expend a measure of professionally acquired tact and skill in handling the volunteer to the best advantage?

The professional sometimes erects a psychological barrier between herself and the volunteer who possesses wealth or social prestige, thereby "cramping the style" of both. I have had workers say to me, with fairly bated breath: "Miss So-and-So is Junior League" or "Mrs. Blank is the wife—or daughter—or sister—of Somebody-with-Millions." What of it? Annual checks for the cause? All right. So far, so good. Understanding and interpretation of its objects to a certain section of the community? That's still more important and the indispensable checks will follow logically. But adequate comprehension of the aims, requirements, exigencies and problems of an undertaking can only be gained by complete, sympathetic, mutual understanding and respect for capacity and accomplishment.

The average volunteer worker, led by a genuine interest and desire for service, likes to be accepted and evaluated on her own merits, and on the worth of her own personal contribution to the cause. Suppose she *is* the daughter of Somebody-with-Millions? She has in all likelihood inherited in her own right those very qualities of financial acumen and clearcut human judgment that made her father the head of a great banking house or the leader in a pioneer industry. But there is a general tendency to shrink from putting into her potentially capable hands work or responsibilities that might possibly be regarded as beneath her dignity and inconsistent with the glamor of her prestige, though she may be literally aching for an outlet for her energies. She quite naturally hesitates to proffer her services, lest she be thought interfering or critical of the way in which the work is being carried on by the professional. She has a wholesome, justifiable respect for training.

*This common sense appraisal of professional and volunteer attitudes is the second of a series on volunteer board member and professional relationships which The Survey is publishing this winter. Mrs. Hosmer, whose home is in Concord, Mass., is herself a seasoned volunteer and board member. A third article, Has the Board Member Lost His Job, by Lillian Laser Strauss of Philadelphia, will appear in an early issue.*

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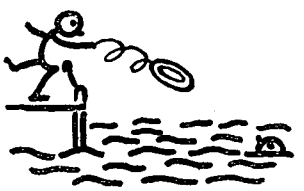
In both camps, professional and volunteer, there is an inordinate and overpowering respect for the value of formal training. "Young Mrs. So-and-So who has lately come to town is a graduate of a School for Social Work; therefore she will be an excellent person to help the superintendent of the hospital handle the social service cases." Mrs. So-and-So married directly after graduation and has had no practical experience. Only plenty of theory. She gets into a jam on her first case. To be sure she prepares an admirable, orderly set of records, and is appalled to find the cooperating charitable society, still functioning along the lines that were laid down at its founding in 1810, carries no recorded data save in the head of a wise and experienced president. But theories fail to work in this particular instance, as theories sometimes do, being based on average situations, and she does not know her community well enough to deal with all the factors involved. Everybody is disgruntled and the cause of organized social service suffers.

Frequently the volunteer has a fund of experience on which to draw that more than counterbalances a lack of training. But as in the long run efficiency and success depend upon the interplay of the two factors, how is the volunteer to get her required training?

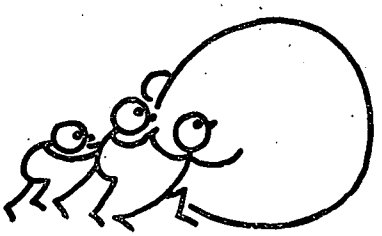
"How do you train your volunteers?" I asked the head of an emergency employment bureau in one of our big eastern cities.

"I don't train 'em! I use 'em!" she replied.

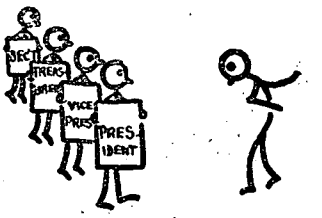


This woman has been dealing with diversified human material for many years. Placement problems are to her an old story and the recognition of potential capabilities and limitations the matter of a brief diagnostic glance. In the disposition of the volunteers who flock in to her, proffering their services, she exercises her trained powers of discrimination. Reserving the right to OK final decisions, and acting as a court of appeal when difficult problems arise, she assigns the volunteer to a job, and then leaves her alone, free to use her best judgment and her own ingenuity.

A CLOSE-UP view reveals the thing functioning like clock-work. Trained office workers gravitate naturally to filing cases and typewriters; the young Junior Leaguers exert graciousness and tact, learned in their mothers' drawing rooms, in greeting the registrants, taking down their names, and setting them at ease. Women accustomed to work on welfare boards, capable of recognizing an emergency need when they meet one, and familiar with the private and civic resources of the city, settle themselves to interviewing the registrants and trying to match the many applicants to the few available jobs. To this same task are set those women of various degrees of leisure and experience who always turn up when an emergency arises—when Christmas stockings are to be filled, on "drive" teams, in Red Cross workrooms, on disaster relief committees and many others.



I heard one such woman criticized for remarking that she hadn't got such a "kick" out of anything since the War. Well, I know that if a national emergency came and my husband were called upon to don his uniform of the organized reserves, he'd get a kick out of it though he is normally contented to have his khaki accoutrements and Sam Brown belt tucked peacefully away among the moth balls. This woman likewise belongs to the "reserves" and she was voicing the satisfaction we all feel at being of service in times of stress.




Often the casual volunteer, with her boundless energy and intense emotional "drive," renders incalculable service. We old-stagers tend to drop down to a lower level of effort in order to conserve our energies for the long pull. But the volunteer in the first flush of enthusiasm, sallies forth and weaves a perfect spiderweb of community contacts, farther reaching and more potent in their personal appeal than any amount of routine publicity can ever gain.

Sometimes it appears to the onlooker a case of "fools rushing in where angels fear to tread." I've seen volunteers ask for positions or privileges from important officials for candidates of doubtful qualifications,—and get away with it, to the mutual benefits of all concerned! Often the very lack of stereotyped methods of procedure is the factor that wins the day.

I know of one welfare agency of national repute in which the volunteers attracted to the work are of such caliber and are so treated that a newly-come professional member of the staff did not know for weeks who were the paid members and who the voluntary ones.

The most effective way of cementing a volunteer's interest and effort is to take her behind the scenes. A carefully shepherded walk through a hospital's ward before sitting down to the monthly dose of statistical reports is not going to elicit much personal response to an institution's needs. To talk over the ever-present problems and to ask for suggestions and advice is no confession of incapacity. Presently the alert board member who has been led to feel that her services are welcome, will be seeing all sorts of useful things to do, from carting a basket of mending to the sewing circle and depositing the janitor's Christmas club money at the bank, to ironing out criticisms and misunderstandings and interpreting policies and ultimate needs in the proper quarters. Her acquired knowledge of the inner workings of the enterprise will create an entente cordiale that will stand every one in good stead in the inevitable times of storm and stress. "What we love we serve, and no less truly what we serve we love the more."

An outstanding volunteer in service to the community, Mrs. Ella Lyman Cabot, in her book, Volunteer Help to the Schools, writes: "The greatest expert is he who listens best and draws on the most varied and efficient sources of help in the community." It is the professional's task to receive, sift, restrain, encourage and guide the amateur's help, and to point the way in which more help, of lasting value, may be freely and faithfully given.

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# Philadelphia Studies Its Breadlines

By EWAN CLAGUE

*Research Department, Community Council of Philadelphia*

THE breadline, symbol of hard times, of industrial failure, of the shortcomings of the social program, came so insistently to the attention of relief workers in Philadelphia last winter that the Community Council, through its Research Department, undertook to make a survey of the situation. A citizens' Committee for Unemployment Relief had raised nearly four million dollars and distributed it through ten established social agencies. The municipal Department of Public Welfare cooperated so that relief was organized on a city-wide scale. Yet there was a marked expansion of neighborhood breadlines, soup kitchens, community distribution centers and the like. Certain of these had operated every winter for many years, but others sprang up almost overnight.

The Community Council set out to find answers to five fundamental questions: Do the neighborhood relief organizations serve, for the most part, people who would not otherwise be helped because they are not known to regular social agencies? Are they successful in reaching families who would never make a formal application for help to a conspicuous charity organization? Do they distribute relief in a kindly and humane way—one which would preserve self-respect and meet the relief needs? Are these societies efficiently operated, particularly in the collection of funds and in overhead expenses? What kinds of organizations are engaged in this work?

Out of approximately eighty neighborhood relief organizations which were active in the city last winter, sixty were included in this survey. The chief field worker, Ernest M. Stewart, or his volunteer assistant, Thomas B. Harvey, made a visit to each organization and interviewed at least one responsible person. Upon their reports and the data collected in field schedules, the findings of this study are based.

The survey showed that most clients of neighborhood societies were known to the regular social agencies. When the families on the rolls of thirty organizations were cleared through the Social Service Exchange approximately two thirds of the whole number were "identified," that is, were known to the social agencies. These are the percentages shown in black in Chart I.

Two societies show positive identification of about 92 per cent of the names on their rolls; ten range between 70 and 80 per cent, while only three fall below 50 per cent. The percentages of unidentified are nearly all very low; in one society not a single name falls in this class.

The mere fact of identification by the Exchange does not inevitably prove the existence of duplication during the winter of 1930-31. To establish duplication it was necessary to make a special classification of registrations covering the time in which the neighborhood relief societies were active. For this purpose the period from October 1930 to May 1931 was chosen. Thus, in order to be classed as a duplicate the family must have been registered by the Exchange for some relief-giving agency during the period.

Chart II ranks the societies in accordance with the above analysis. All names listed under "insufficient information" have been dropped, thus eliminating from the data the doubtful classification. The remaining families are termed "identifiable," that is, they were either known to the Exchange or could definitely be classified as not known. Those not known are classed as unidentified, just as in the preceding chart. The identified have been subdivided into two classes: (a) those for whom there was a relief registration some time last winter, and (b) those for whom there was no such registration. The former are considered to be true duplicates; the latter, "non-duplicates."

In comparing the two charts, it must be kept in mind that the families represented in the perpendicular-lined segments of the bars in Chart I are not included in Chart II. The latter comprises those families represented by the black and open segments of the bars in Chart I, that is, the identified and unidentified cases only.

On this new basis Society No. 1 again comes out on top with nearly 89 per cent duplication. At the same time No. 28 has moved up to second place with 82 per cent and there are other marked realignments. In this chart the un-

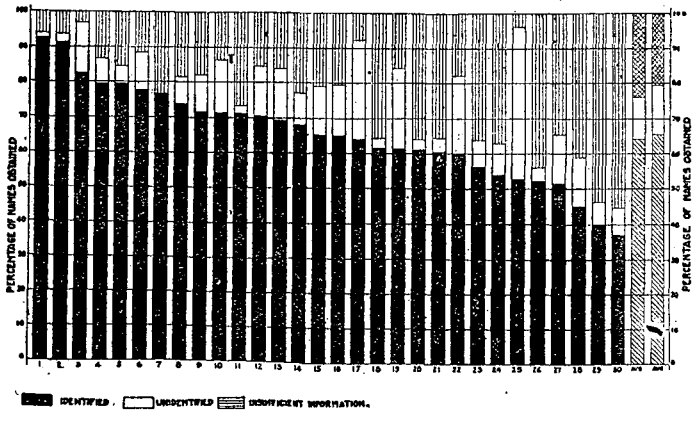

*Chart I. Proportion of clients known to social agencies*

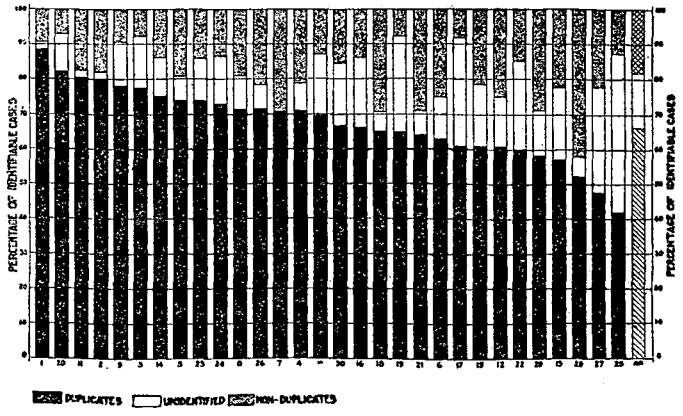

*Chart II. Duplication of relief with social agencies*



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weighted average of duplicates is 66.9 per cent, almost exactly two thirds of the names. Four organizations show more than 80 per cent, ten range between 70 and 80 per cent, and only two fall below 50 per cent. Besides the duplications, an additional 18 per cent of the families are non-duplicates (known to regular social agencies) which leaves only 15.1 per cent not identified by the Exchange.

The above results do not measure the total amount of duplication. Many neighborhood organizations overlapped with each other. Sometimes vigorous competition sprang up between them and efforts were made to attract clients from rivals. In one neighborhood in which three societies were operating within a few blocks of each other, the names of the families on the rolls of each were compared with the others. Although there were 877 names on the three lists, only 703 families were represented, 174 names, or about 20 per cent of the total, being duplicates. No fewer than twenty-five families were on the lists of all three. In another section three other societies showed twenty duplicates in 296 names.

It is difficult to make an accurate estimate of the net effect of these intra-neighborhood duplicates upon the total volume of duplication. The chief gap in the data is due to the fact that names were obtained from only half the sixty societies surveyed. However a very rough estimate indicates that probably about three out of every four families (excluding doubtful cases) on the rolls of neighborhood societies in Philadelphia last winter were at the same time obtaining aid from other sources.

There is no indication that neighborhood organizations were especially successful in reaching families of the so-called "better type," who would not appeal to a charity organization for help. On the same basis as above (that is, exclusion of doubtful cases) five out of six of the neighborhood relief families were found to have been under the care of a social agency either last winter or in previous years.

One family, over a period of eighteen years from 1913 to 1931, had made no less than thirty-two contacts with social agencies—hospitals, children's aid societies, municipal court, relief-giving agencies, and so on. Approximately one fourth of all identified families had been to a social agency at least six times. This identified group of 2467 families known to the Exchange produced a total of more than ten thousand registrations—an average of about four registrations per family. The reports from the Exchange as well as the personal observations of the field workers indicate that the vast majority of the families on the rolls of the neighborhood societies were quite accustomed to going to the regular social agencies for help and therefore did not require special neighborhood facilities.

Only eight of the sixty societies covered in this survey made any attempt to dispense relief in the home, and not all clients of even these few obtained this privilege. Relief was distributed ordinarily in a breadline or at a central point to which the clients were required to come; this often involved a lack of privacy which would be distasteful to any sensitive client. The resources of some societies were so meager that they were unable to give continuous relief. Irregular distributions undoubtedly fostered duplication by forcing destitute families to seek additional sources of aid. Generally speaking the circumstances surrounding relief distribution would not appeal to a self-respecting family.

Only four out of sixty societies made provision for continuous investigation. Some others did a little visiting, but for the most part the only time the family received any attention was at the first interview when the relief ticket was issued. Few societies had any real understanding of the needs of the families under their care.

Few organizations had any effective system of accounting. Some kept such inadequate books that it would be practically impossible to determine what became of the money and materials contributed. Administrative methods were generally lax.

Three quarters of the sixty societies attempted to raise cash funds in addition to materials and equipment. The raising of money, whether by direct solicitation or by parties and benefits, in many cases did not justify the cost when the minimum necessary expenses were considered.

Such economies in administration as many of these societies obtained by doing without supervisors and visitors were more than offset by the waste of duplicating the relief given by other agencies.

THE auspices under which a society operated made very little difference with the quality of its work. There were four basic types—religious, political, individual, and community, depending upon the nature of the supporting organizations: churches or missions, political clubs, single individuals playing a lone hand, and widespread combinations of local civic groups. Only four societies held to definite high standards which would justify differentiating them from the rest.

Are we to conclude then that these neighborhood organizations ought to be eliminated entirely as factors in the distribution of relief to needy families? Not necessarily, but if there is to be a place for such societies certain basic qualifications must be met. These should include:

A reasonable guarantee of permanency; there is no place for an organization which springs up overnight and may vanish as quickly, without making any provision for the care of its dependent families.

A reasonable observance of minimum standards of investigation and continuity of relief.

Registration of cases with the Social Service Exchange, which implies the recognition of prior registrations by other agencies.

A system of accounting adequate to show from whom money and materials are obtained and to whom they are distributed, such books to be open to inspection by qualified persons.

An active responsible board of directors to maintain effective control over the operations.

Four neighborhood organizations qualified on all these points and are coordinating their work with that of the organized charities. But the overwhelming majority fall far short of the minimum requirements.

In the last analysis a change can be brought about only through education and general enlightenment. So long as the public continues to support unorganized and sporadic attempts at relief work, there will be a large waste of money and materials, to say nothing of the demoralization and pauperization of clients which follow the discovery that it is comparatively easy to obtain help from several different sources. The solution suggested is the concentration of relief work in a relatively small number of permanent social agencies with trained personnel cooperating on a city-wide basis. Where, because of strong local community interest, there is a demand for the establishment of a neighborhood relief organization, the standards indicated above represent the minimum to which it should conform. The sooner the public realizes its own responsibility the quicker a more desirable state of affairs can be brought about.

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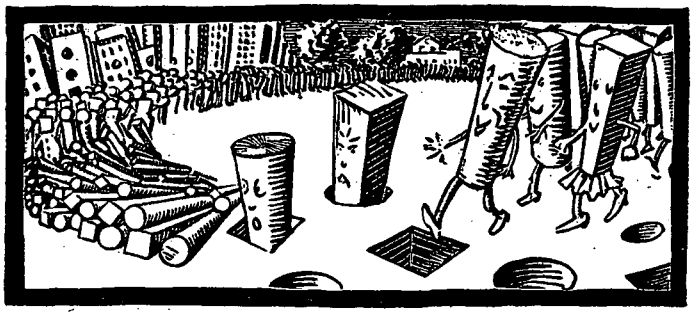

# SOCIAL PRACTICE

## Removal Order No. 169

THE social pitfalls in the official repatriation of aliens in distress, which were foreseen last year by the Department of Immigration and Foreign Communities of the Y. W. C. A., have become increasingly apparent as the effect of continuing unemployment penetrates deeper into the social body. In many communities, says a recent bulletin of the Department, there is "an almost hysterical zeal to put out of the country every human being against whom some technical ground for ejection can be found." The newspapers have rather generally reported this removal provision of the immigration law known as Removal Order No. 169, as "a great blessing all around."

The procedures under which aliens forced to turn to public aid are removed to their country of origin are complicated and may work great individual hardship, but the immigration authorities have shown a readiness to cooperate with social agencies which often makes it possible to handle the cases with some consideration of family welfare. Social agencies, it appears, are not always as aggressive in these cases as they might be. Appeals in behalf of immigrants are made much more frequently by senators or congressmen than by social workers.

The working of Removal Order No. 169, and the ways in which social agencies can function to soften its rigors are fully discussed in two carefully prepared bulletins, No. XX, The Repatriation of Aliens in Distress, and No. XXI, U. S. Deportation and How It Operates, issued by the Department of Immigration and Foreign Communities, 600 Lexington Avenue, New York, which will supply copies on request.

## A Look Before a Leap

ALTHOUGH the social needs of East Boston have long been the concern of Boston social workers the Godfrey M. Hyams Trust Fund of that city has decided to take a year's look around before it leaps into a welfare program there. The long look is being taken by S. Max Nelson, former New York settlement worker, who, with his wife and two assistants, has moved into the district to find out what it needs and why. East Boston, once the home port of the famous clipper ships, is now populated by some forty-five thousand Italians, and approximately twenty-five thousand Irish, Portuguese, Canadians and descendants of the early American stock. It has two small settlements backed by churches, and a good health center, none of which are able to get very far below the surface of the teeming life of the district. The Hyams Fund is predisposed to a program which will cover the whole district either with a chain of welfare centers or by means of a settlement with branches. To the satisfaction of social workers it is doing a year of exploring before it sets up its tent.

Philadelphia has finished its look into the needs of a congested Negro neighborhood and has taken a leap into a new activity, the Susan Parrish Wharton Memorial Settlement House, a branch of Whittier Center. The three-story house recently acquired at 1710 North 22 Street is well adapted to a club and recreational program which is now being organized by John Caswell Smith, director, and four residents.

Courtesy Haarlem House

## The Rise of a Calling

THE calling of prison executive may yet become a learned profession. The action of Harvard University in establishing a two-year training course for wardens and executive heads of penal institutions is a significant step in that direction. The course is in the Institute of Criminal Law of the Harvard Law School and is supervised by a committee which includes Dean Roscoe Pound and Prof. Francis B. Sayre. The curriculum covers both theory and practice with students limited to a small group of college graduates. Dr. Sheldon Glueck has developed the plan and is directing its execution.

Meantime New Jersey is starting for the second season its centralized state training-school for prison officers with a definite school personnel and curriculum. Two classes were graduated last spring and summer from the eight-weeks course, and a third class of some thirty students is now almost ready for assignment to institutions. The school, sponsored by the Department of Institutions and Agencies in cooperation with the Civil Service Commission, is located at the Reformatory at Rahway. The training includes daily classroom work, lectures by prison experts, visits to institutions and required reading, all topped off with weekly examinations. Men accepted for the course "live in" and do tours of supervised guard duty as part of the training. At the end of eight weeks they are assigned for two months probationary duty to institutions for which they seem fitted. A follow-up procedure checks on the progress of the men during this period and after final appointment.

## Light Literature Preferred

PRECONCEIVED ideas about what girls read must, it appears, be checked at the door of any female correctional institution. In a paper before the Institution Libraries Round Table of the American Library Association Mary Byers Smith of the Massachusetts State Department of Education advised her listeners to throw away the lists recommended by theorists and to start fresh, meeting the girls as far as possible on their own ground.

Many girls who find their way into correctional institutions, says Miss Smith, admit a speaking acquaintance with public libraries, "but as a group they are about as unliterary as it is possible to be." Many have never read a single book through and many more have no idea of reading as a source of pleasure. "It is fatal to start a library for girls by collecting discarded books. Victorian worthies and the best sellers of yesteryear, which bulk large among give-aways, are unwelcome." Left to themselves girls who read at all will read detective tales, the lightest of love stories and what one girl described as "books of the younger generation." For them, says Miss Smith, it is possible to make up a list of innocuous tales which will not shock the authorities, though "for practical reasons it is a question how far the desire for detective stories should be gratified." Not more than 20 per

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cent of the voluntary readers ever dip into non-fiction, but the interest of these few should be stimulated not by the mediocre story-form of art, science and history, but by the best that there is, always remembering the age of the girls. Books on farming and home-making, including cook-books, are asked for and eagerly read by a few girls who think love stories are silly. To the institution bookshelf Miss Smith would add "several anthologies of poetry in the smallest and newest collections, some collection of plays for amateur acting, and anything and everything under the head of humor that would tend to stimulate this almost atrophied faculty."

## With the Best Features of Both

A COMMUNITY CHEST concerned solely with money-raising and a Council of Social Agencies concerned with planning but without any teeth are both pretty weak social sisters concludes Portland, Ore., after a city-wide survey of its welfare organizations. On the recommendation of the surveyors these two organizations have now been merged. The Council becomes a new department of the Portland Community Chest charged with responsibility for the study of community social conditions and for long-range planning of resources. The money-raising function of the Chest will be discharged through its budget department and its campaign committee. The board of directors of thirty members is chosen ten each year, five on nomination of the Council department, three on nomination of the board and two on nomination of the budget department. Thus, as the organization works out, the agencies, through their institutional memberships, will be represented by fifteen of the thirty board members. The Council department also nominates the majority of the members of the all important budget committee. By this reorganization the Portland Chest is, the city believes, raised from the status of purse-holder into an authoritive position in community social planning.

## Social Work Gardens

THE most valuable truck garden in the world, three acres worth five hundred thousand dollars in the heart of New York City, has yielded its crop and two hundred boy and girl gardeners have carried home the harvest to tenement kitchens. For seventeen years the Educational Alliance has farmed this city-owned plot on the East Side. Surrounded by roaring streets, blasted now by subway excavations, the garden, carefully laid out and neatly cultivated, is one of the anachronisms of the city. The variety of its crops is limited only by the imagination of the children. Ordinary vegetables are the usual choice, but this year some children have taken flyers in peanuts, cotton, tobacco and even broom-corn. Since the purpose of the garden is educational and recreational rather than economic, Henry Fleischman and his assistants of the Alliance encourage these flights of agricultural fancy.

Another New York social work garden in an equally fantastic location is that of the Boy and Girl Scouts on the East River, hemmed in by the magnificence of the new skyscraping New York Hospital-Cornell Medical Center, by the Rockefeller Institute and the Queensboro Bridge. This is a definite nature-study project, supplemented with lectures, motion pictures and loan exhibits from the American Museum of Natural History.

## Federal Probation Prospers

FROM a late start in probation twenty years after it had demonstrated its usefulness in the states, the federal courts are now falling into line so rapidly that a real dent is being made in the system of handling federal prisoners. In a recent address before the Judges' Section of the American Bar Association Joel R. Moore, supervisor of the United States Probation System, outlined the progress made since 1925 in overcoming "social fear and social revenge" in the treatment of prisoners.

Within the past sixteen months forty-five districts of the United States courts added probation to their machinery of justice. In fifty-five of the eighty-four districts probation has now been accepted in principle, and in spite of the hesitancy of some of the judges and the shortage of trained personnel, is gaining in practice. At the end of August there were 25,136 prisoners in penal institutions committed from United States courts. At the same time there were 14,148 prisoners on probation, an increase of 9926 in fourteen months. Mr. Moore points out that the average jail term for federal offenders is eighty-five days, the average probation term a little less than two years. Thus the cumulation of probationers makes it appear that the probation procedure is rapidly catching up in numbers with institutional treatment—which is not the fact. Proper statistics are not available, but it is probable that not more than 9 or 10 per cent of offenders convicted in federal courts are granted probation.

## Thinking Goes on Record

SOCIAL workers, straining at their winter loads, can hardly believe that only last summer some of them could take time off to think. The record of the thinking of social work executives at the Blue Ridge and the Great Lakes Institutes is now available in two bulky mimeographed documents prepared by the Association of Community Chests and Councils, 420 Lexington Avenue, New York. The Blue Ridgers, chairman, Arthur A. Guild of Richmond, threshed out the correlation of activities of social agencies, with the topic divided between eight discussion groups. To the statement of their conclusions June Purcell Guild contributes a foreword reviewing the four previous sessions of the Institute. The Great Lakes crowd, chairman, Raymond Clapp of Cleveland, delved into the relationship between public and private agencies. The findings are in four sections: Health and Hospitals, Behavior, Dependency and Leisure Time.

Courtesy Advertising & Selling

## A Time for Tests

CHALLENGED by the pressure of the relief situation the character-forming agencies of Dayton have undertaken to find out for themselves just what they are doing and why, and exactly what is their place in the whole picture of community welfare service. The Community Chest has considered this self-appraisal of such important that it has added Elizabeth Nutting to its staff as full-time secretary of the Character-Forming Division. Miss Nutting, a skilled discussion leader, has met the agencies on their own ground, helping them to analyze their programs, examine their standards of work and measure their accomplishments. Lecture courses and discussion groups for the study of the philosophy of character-forming work are a part of the program. "The project was initiated by the character-forming group itself," says Arch Mandel, director of the Community Chest, "and is being forwarded by that group. It is not a defense measure, though it has its uses as a rallying point against those who would stampede everything into relief. We think it quite possible that the self-applied processes of evaluation may result in some interesting changes in program. Certainly under the scrutiny that is being turned on them these programs must justify themselves in terms of community usefulness, else they must go under."

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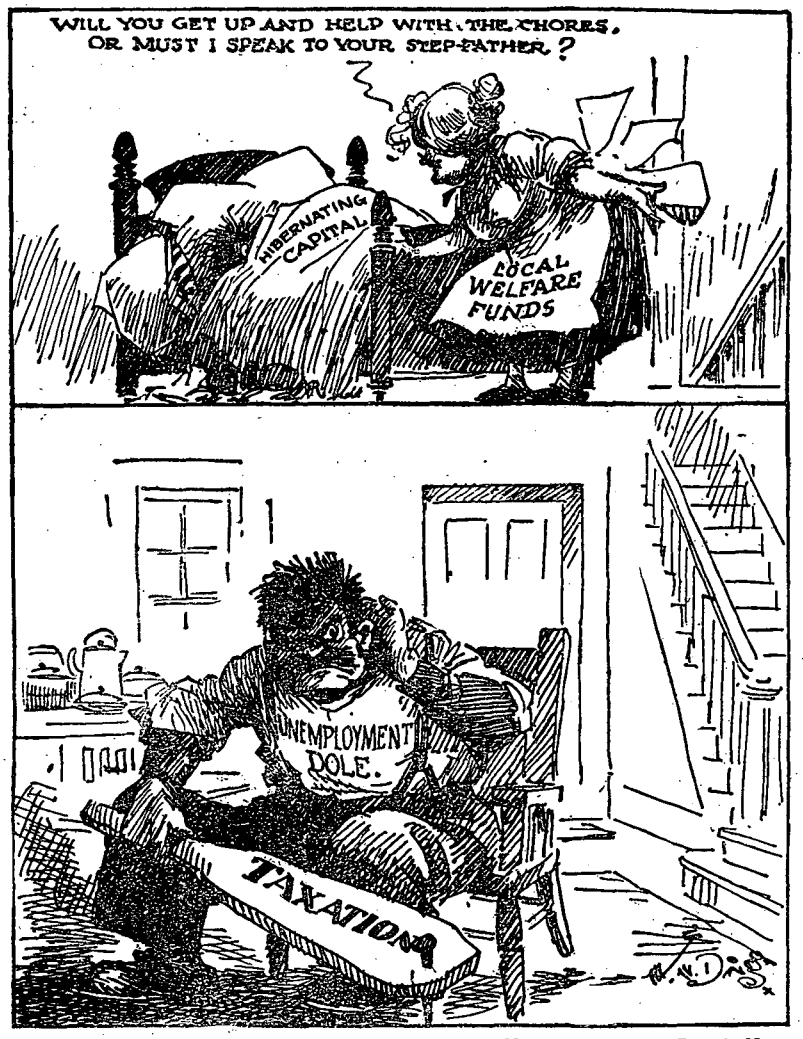
# The Cartoonists Do Nation-wide


WILL YOU GET UP AND HELP WITH THE CHORES, OR MUST I SPEAK TO YOUR STEP-FATHER?
HIBERNATING CAPITAL
LOCAL WELFARE FUNDS
UNEMPLOYMENT DOLE.
TAXATION

J. N. Darling in The Detroit News

*We're just askin' yu*

George Swanson of the Central Press Association community fund drive

Sykes in The New York Evening Post

*The wolf at the door*

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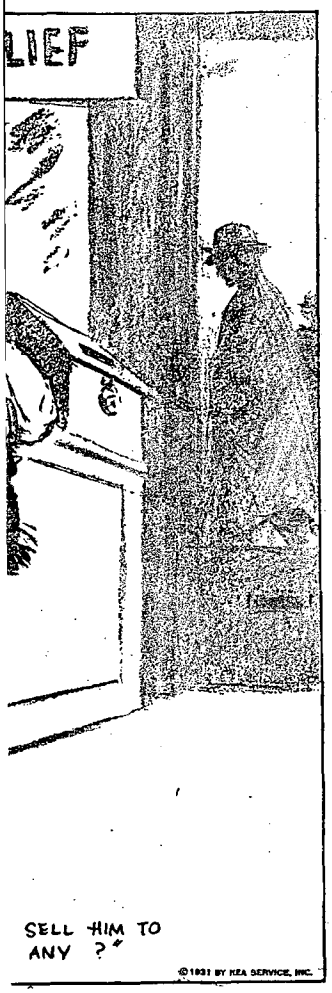
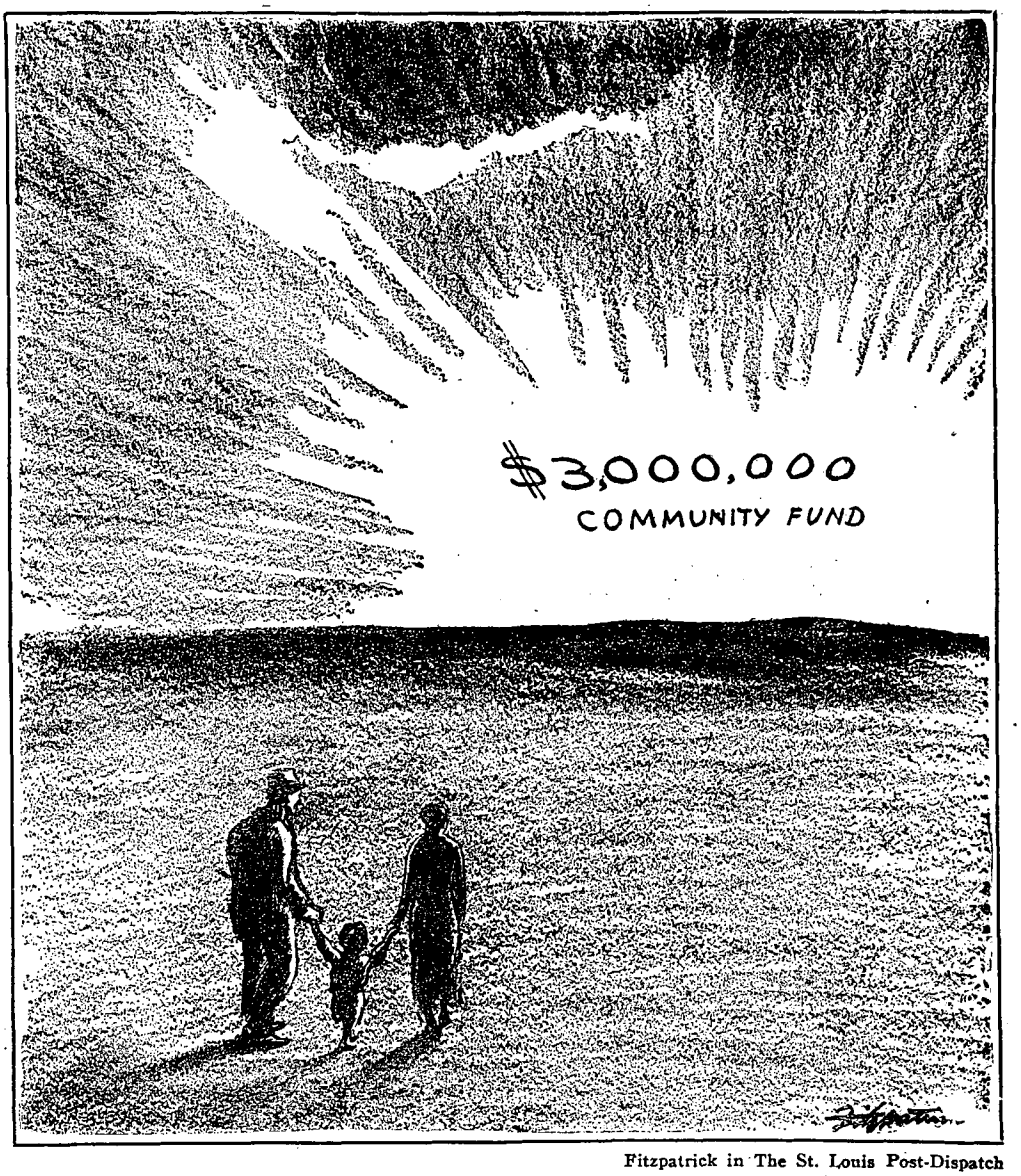
# Their Bit in a Drive




Cartoon by George Clark




Fitzpatrick in The St. Louis Post-Dispatch

*Up to St. Louis*

Rollin Kirby in The New York World-Telegram

*This means you*

Wally Bishop of the Central Press Association community fund drive

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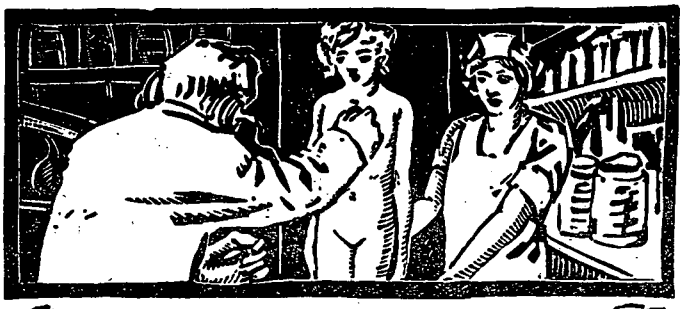

# HEALTH

## Help the Hospitals

THE bright side of it is that the Metropolitan Life Insurance Company can report on behalf of its hundreds of thousands of policy-holders that we came into the fall with the best health ever recorded for the close of summer. Despite two years of economic depression, tuberculosis, for example, promises to show for 1931 the lowest deathrate on record by a wide margin. "There has apparently been no serious effect as yet on the general health of the community as the result of unemployment and of the lower incomes of the large mass of the working population." Yet those lowered incomes mean that in many places hospitals and clinics are holding life-lines that formerly were in the hands of the individual family and the family doctor. Hospitals are fuller and paying patients fewer. The United Hospital Fund in New York City reports that while population increased 1.9 per cent in 1930 over 1929, the number of days of hospital care given increased by 6.3 per cent and the number of outpatient visits to hospitals by nearly 13 per cent. The first seven months of 1931 saw an increase in outpatient visits of 25 per cent over the corresponding period of 1930. In September three hospitals reported that they were running at a capacity of 107 per cent and in every municipal hospital the general wards were full to capacity. Hospitals and clinics everywhere are besieged by people asking for free care because they cannot incur expenses which usual incomes could meet. One New York hospital has already closed for lack of funds; another is borrowing to meet its payroll. Increased support, both private and public, must come forward to carry them through if the public-health figures are not to join in the depression. In New York the private hospitals are asking an increase in the allowance paid by the city for the care of patients who are city charges from an average of $2.09 a day to $3.30. The average cost per day in 1930 was $4.56 in private hospitals, $4.54 in city hospitals.

## Cod-liver Oil Is Not a Luxury

FROM the federal Children's Bureau comes a special warning to families, public-health nurses, social workers and others concerned with family diets that cod-liver oil for children is not a "luxury" and must not be lopped off in an effort to economize. Rather, according to the statement prepared by Dr. Martha M. Eliot for the Bureau, "it is an indispensable food for children under two years of age living in any but the most southern and sunny parts of the country."

When quantity or variety of foods must be reduced, Dr. Eliot points out, quality must be scrutinized even more carefully than in normal times. She gives as principles for planning:

First: Build up the diet for every child starting with whole milk as the foundation. Two cups of milk a day for every child it not too high a standard to be attained in most relief budgets. Expenditure for milk is economy in the long run. If the budget is very small, see to it that at least one cup of whole milk is given to each child, supplemented, if possible, by a little butter daily. Canned whole milk, evaporated or dried, is good food and may well be used in place of fresh milk. It is cheaper, especially in bulk. Pregnant women and nursing mothers also must have milk.

Second: Since milk is short of some of the vitamins, certain vitamin-containing foods must be added if such diseases as rickets and scurvy, which are likely to appear in times of stress, are to be avoided. The daily use of at least one vegetable such as tomato, raw or canned; cabbage, raw or cooked a few minutes only; onions, carrots, turnip tops and other greens, or even white potato will provide some of the scurvy-preventive factors often given in the more expensive forms of orange or lemon juice. Most of these vegetables also contain other vitamins necessary for health and growth.

Cod-liver oil is not a luxury but an indispensable food for children under two years of age in any but the most southern and sunny parts of the country. It is especially needed when the diet must necessarily be limited in the quantity of milk, eggs, fruits and vgetables.

Third: In addition to these protecting foods, energy needs must be met by the use of starch, sugar and fat-containing foods such as cereals, bread, potatoes, sugar itself and margarines. Margarines must not be used to take the place of whole milk or butter since they supply little or no Vitamin A, but they may be used in addition to whole milk to provide energy.

The Bureau points out that in communities where the need of relief is so general that supplementary meals are served to groups of children it should be appreciated that children under six need milk and vegetables even more than those of school age. Every effort should be made to feed both groups.

## The Hospital Opens a School

GRASSLANDS Hospital, directed by the Westchester County (New York) Department of Hospitals, has recently graduated its first class in adult education, presenting to ten tuberculosis patients certificates "for satisfactory work in an introductory course in Secondary English, including letter writing, spelling, and use of reference books." The course covered fifteen weeks with four sessions a week; books were donated by the hospital library and the New Rochelle Public Library. Other classes, held once a week, took up painting and drawing and English for foreigners. As the fall "term" starts these subjects will be continued and others added. Grasslands has had an elementary school for children, but this summer's experiment is its first trial of adult education, and it has proved successful in contenting the patients as well as imparting useful information.

## What England Calls 'Em

TO begin with, Dr. Charles Porter of London explained at the recent meeting of the American Public Health Association in Montreal, women joined the health departments as qualified sanitary inspectors. Then the title "health visitors" was coined for them. Broadly speaking, it is now required that health visitors must be graduate nurses with extra training in midwifery and public health or women not graduate nurses with two years training in public health plus six months in hospital and the certificate of the Central Midwives' Board. The health visitor's duties ordinarily do not involve actual nursing. She visits homes to give advice as to the health of the expectant and nursing mother and the care of the children. She does work in the schools. There are special offices for which there are special qualifications as tuberculosis visitor, tuberculosis officer, venereal diseases officer, maternity and child-welfare officer. A suggestion of changing the name of the health visitor to public-health nurse has not been favorably received.

## The Puzzle of Polio

STUDY of the first five hundred cases of infantile paralysis recorded in New York's current outbreak leaves the investigators still in the dark as to the conditions that favor its spread. Of the 500, 469 were not known to have been ex-

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posed to the infection; for the rest there was a history of contact with cases in the family or among neighbors and playmates. Housing apparently had little to do with it; 410 cases were in homes considered excellent to fair, while 60 homes were classed as poor and 14 bad. Nor did crowded conditions seem to be a factor. No special beaches or food supplies could be proved a probable source of infection. Apparently the colored races were less susceptible than others during the outbreak.

## Diet and Teeth

AS a result of four-years study and research at the University of Michigan, associated with the Children's Fund of Michigan, a group of research investigators headed by R. W. Bunting have become convinced that dental caries or decay is an infective disease, governed, of course, by many underlying constitutional factors such as heredity, age, nutrition and general bodily health, which produce conditions favoring its development. During the past year an extensive experiment was made in trying to observe and control dental caries in groups of children in public schools and institutions. In two orphanages the children were put on a diet including a quart of milk a day and some green vegetables and fruits daily, and excluding sugar except as it was required in cooking to make food palatable, on the theory that the average child consumes more sugar than is needed for carbohydrates and that this overconsumption perverts the appetite for other necessary foods, thus unbalancing the diet. In addition to the dietary, hexylresorcinol was used daily as a mouth-wash, diluted with three parts of water. The children's teeth were examined carefully at the beginning and end of the year. Approximately 80 per cent developed no active dental caries during the year, while in the two groups 5 and 6 per cent respectively did show that condition and 15 per cent had what may prove to be small cavities. In a public school the mouth-wash alone was tried, used twice daily at the school as a part of the regular hygiene exercises. At the end of the year half of these children showed active dental decay and only 25 per cent were entirely free from it. An almost exactly similar record was found among children in a third orphanage where the diet was not carefully balanced and where considerable candy was given: neither dietary regime nor mouth-wash was used for this group. In a fourth school under observation, dietary habits were good but the mouth-wash was not used, and here the result—75 per cent of the children free from active dental caries—paralleled the record of the orphanages. Dr. Bunting and his associates conclude that dietary measures proved the more effective method of controlling dental decay and that "the feeding of adequate and well balanced diets which are suitable and available to any public institution or private home will arrest the progress of the disease."

## Health in the Country

TOTTING up the American counties with a full-time local health officer at the beginning of 1931, the United States Public Health Service finds that even now more than 70 per cent of the rural population is as yet unprovided with local health service "approaching adequacy"—the record ranging from the excellence of Delaware with 100 per cent of its three counties organized downward to Wyoming where the corresponding figure is zero. During the preceding year county or local district health service was established in 61 units and discontinued in 9—a net gain of 52. Michigan had 20 of the new units. Approximately 90 per cent of these local health services are receiving financial support from the State Board of Health, the United States Public Health Service or the Rockefeller Foundation.

In West Virginia, where nearly half of the population is served by regular local health organization, a mobile health unit was organized last May to be shot out at need where a community requires outside aid. The unit is composed of a physician who is a trained public-health officer and a public-health nurse, and works under the supervision of the State Department of Health where the unit has headquarters. The staff is prepared to do what the local need requires—to put on a campaign for immunization against smallpox and diphtheria, for example, or help local groups—public and private—organize well-baby conferences or mothers' classes; to help interested citizens convince their communities that they need to organize regular health service on a part or full-time basis, and under certain conditions to make sanitary surveys. While they sometimes are called to counties where there already is an organized service the greatest part of the work is naturally where there are no official public-health organizations at all and in counties whose forces are not yet strong enough to carry on well rounded programs without outside assistance. The United States Public Health Service is cooperating with the State Department in the maintenance of the work.

## Making Waiting Educational

FOR the blank walls of clinic waiting-rooms and the blank or drearily occupied minds of waiting patients the Cleveland Health Council has devised "health flashes," designed not merely to amuse but also to instruct the waiters. One half the clinic patient's time is spent in the waiting-room, they add, citing actual studies made by Western Reserve University, and one might much better do something about it. Health Flashes Series No. 1 gives cheerful illustrated pictures and text on pre-natal care, infant care, smallpox and diphtheria immunization, health rules and tuberculosis. It may be obtained in two forms, one a series of fifty-five lantern slides, the other a film strip of fifty-five frames. Special slides carrying one's own message can be made on request. The machine for the slides projects the picture on a ground-glass screen in the front of the display cabinet; that which takes the film throws the picture on a wall screen or a translucent box screen and can be adjusted to make pictures from postcard size upward to the regular wall size. Both types of machines work continuously and automatically without an operator, and have been adopted and recommended by the Council after extensive trial. Lantern slides, colored, cost $35 the set of fifty-five; film, in black and white, $7.50 a roll; both are to be purchased of the Council, 715 Superior Ave., N. E., Cleveland, Ohio. A leaflet can be had for the asking giving further details.

## For Reading and Reference

FOOD FOR CHILDREN. *Farmers Bulletin No. 1674, U. S. Department of Agriculture. Price 5 cents of the Superintendent of Documents, Washington, D. C.*

Pictures, principles and recipes brought up to date.

CRIPPLED CHILDREN. *Bulletin of the Russell Sage Foundation Library, No. 108. Price 10 cents of the Foundation, 130 East 22 St., New York City.*

Supplement to Bulletin No. 95, with further bibliography.

RADIO TALKS ON MENTAL HYGIENE AND CHILD GUIDANCE. *New York State Department of Mental Hygiene, Albany, N. Y.*

A 54-page pamphlet bringing together the short, explicit and comprehensible advice sent out over the air by experts in the Department. Interesting reading.

A PRACTICAL PROGRAM IN CANCER PUBLICITY, *by Ella Hoffman Rigney.*

Reprint of the program outlined by the publicity director of the New York City Cancer Committee and the American Society for the Control of Cancer. Address 25 West 43 St., New York City.

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# COMMUNITIES

## A Challenge to Builders

FIGURES compiled by the United States Bureau of Labor Statistics will give powerful ammunition to the far-seeing —whether sociologists or business men—who declare that now is the economical time to build. Using 1926 prices as 100, in January 1930 the index for building costs according to this source stood at 96.2. Thereafter the drop has continued every thirty days (with one slight exception of a rise of less than one point) with every indication of a continued downward trend. On the other hand the need for new dwellings in various parts of the country is not being adequately met. According to a recent survey of 381 cities made by the National Real Estate Board, in 72 per cent of these cities the demand for single-family residences just about equals the supply; in 17 per cent there is an actual shortage and in only 11 per cent an oversupply. In regard to apartment structures 65 per cent report no oversupply; 12 per cent an actual shortage and but 23 per cent a surplus. A different picture as relates to business space, however, for although no oversupply exists in 65 per cent of these 381 cities, but 2 per cent have a shortage while 34 per cent report an oversupply. Ergo: a need for private dwellings existing, the cost of buildings being down—it was 77.5 in June, the latest reliable figures available at this writing —the building trades being idle, the banks being overstocked with money, the lower income groups according to all authorities being inadequately housed, here is a great opportunity for effecting an improvement simultaneously in the housing of the latter and in the unemployment situation.

## Where the Worst Slums Are

THE four corners of the world pooled their housing experiences and needs when more than nine hundred persons from thirty countries gathered at Berlin, Germany, for the Congress of the International Federation for Housing and Town Planning and the International Housing Association. The president of the latter, Senator F. M. Wibaut of Holland, pointed out the need for all forces, public and private, to agree on effective methods of providing an adequate supply of good standard dwellings for families of low income. No complete, demonstrated solution for this housing problem was presented. Whether the task is chiefly a public or a private responsibility was considered controversial. Government funds used for municipal housing schemes, renting at a loss, were regarded by some as virtual subsidies to wages and industry. Government subsidies for house-building, it was admitted, have nowhere met the need and private enterprise must assist. Europe's continuing housing shortage and curtailment of budgets have brought pressure to lower construction costs by eliminating essential conveniences and building smaller rooms. Some advocated this policy while others declared any departure from present minimum standards would invite the creation of new slums. The following resolutions which were adopted, especially the second, indicate the trend in countries other than the United States:

The Congress is of the opinion that the organs of public administration, state and community, which have made it their duty to ascertain what dwellings are available and what dwelling accommodation is needed, as well as to see that a sufficient number of dwellings is provided for those of small means, should also promote, in addition to public-utility building, the provision of dwellings by private enterprise, with due regard to the quantity and class of the dwellings constructed.

Based on experience gained in the majority of the countries represented, the Congress holds the view that the minimum amount for rent which is today necessary to cover the normal charges on the capital required to build dwellings in keeping with present-day requirements is more than the poorer classes can afford to pay. It follows, therefore, that it is the duty of the organs of public administration, state and community, to so reduce these rent charges that they can be borne by the people for whom the dwellings are intended.

In the Congress of the International Federation for Housing and Town Planning, there were two divisions. One discussed traffic—easy means of transportation and communication, the other slum clearance. Every city has slums, it was stated, caused by similar factors, and especially since the war this condition has increased, notably on the continent and in England. Many held that present legislation is not strong enough to cope with the problem. Even delegates from Vienna where municipal authorities appear to have such wide powers reported that "we expect to make satisfactory progress in abolishing existing slums and preventing new ones in the future." In Germany very little action has been taken due to the housing shortage and present economic conditions. The worst slums were reported to exist in the United States, particularly in New York City where slum clearance is probably the most expensive in the world. There was general agreement that because of its tremendous cost slum clearance cannot be done without government subsidies.

Dr. Wibaut was re-elected president of the International Association and John Nolan, city planner of Cambridge, Mass., elected president of the International Federation. The next conference will be held in Boston in 1932.

## A Foundation Builds Houses

THE Buhl Foundation of Pittsburgh is making history. It is the first Foundation which is officially and effectively taking cognizance of the housing problem for moderate-income groups. Established by the will of Henry Buhl, Jr., in 1927, grants from the Foundation totaling almost one million dollars were subsequently made to fourteen different organizations for education and scientific research. Its latest contribution is however in the field of housing, for the Board has recently allocated two million dollars to build a community of three hundred garden homes for rental purposes. Forty-five acres of land has been purchased and building is to start shortly. The project is not regarded by its sponsors in any sense as a philanthropic undertaking. It is designed to be commercially practical, the moderate nonspeculative returns and the use of mass-construction methods in building to make low rents possible. Experts in city planning, architects, landscape specialists and engineers have been retained to plan and construct this community according to the modern ideas of city planning. Less than 30 per cent of the entire tract will be occupied by buildings. The remainder will be landscaped to provide large central parks and playgrounds.

The broader significance and application of the project apart from providing desirable homes for three hundred families is apparent from the underlying purposes stated in the Foundation's report:

To provide modern and desirable homes within easy access and at nominal rentals especially for junior executive and clerical workers in the downtown business district of Pittsburgh.

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To develop new ideas and higher standards in rental housing.

To make the funds of the Foundation do double duty by employing capital as well as income directly for constructive social purposes.

To demonstrate the practicability of this investment of foundation and trust funds.

To help stimulate industry by showing the economic advantage of building now.

To help reduce, in as great a measure as possible locally, the unemployment situation, particularly among higher paid skilled laborers.

Other Foundations—it is hoped—will watch the development of this project carefully and with a subjective point of view.

## The State Turns Business-Like

THE "secret" of the success of the modern chain store is admittedly centralized organization and centralized buying. Big business has long since been operating along these lines. Only recently have government units learned the lesson, but once learned the advantages of centralized purchasing are fast coming to be appreciated. Maine and North Carolina have this year been added to the roster of states functioning under this policy thereby bringing the total number to thirty-eight. Though centralized buying went into operation in North Carolina only last July a saving of $150,000 in one item alone, gasoline, has already justified its adoption. Obviously Governor Gardner's prediction of an annual saving of $400,000 will be exceeded. As the National Municipal League points out, from the standpoint of its needs the state is just an individual multiplied many times over. Thus North Carolina uses more than eighteen thousand pairs of shoes each year, one thousand five hundred automobile storage batteries; fifteen thousand feet of brake lining and other commodities in correspondingly large quantities. Doubtless plans which are already under way to purchase all these articles centrally will help to rescue the state from the critical financial situation which faces it today. Parenthetically or perhaps firstly, it should be emphasized that a complete divorce from politics is a sine qua non of successful economical centralized buying, such as is—at present—the case in North Carolina.

## Less Work, More Play

THE opportunities and the problems presented to public recreation agencies by the unemployment crisis and the challenge of the larger leisure confronting the working public were the major questions discussed at the eighteenth Congress of the National Recreation Association held last month in Toronto. The opening address by Dr. John H. Finley sounded the keynote of the sessions. Four aspects of the general topic, unemployment and recreation, were stressed: making the fullest use of unemployed labor to increase and improve recreation areas and facilities; meeting the increased demands made today upon resources for recreation because of increased leisure; protecting the rightful play heritage of children in these days of economic stress; and interpreting current recreation needs and services to the community.

Reports from all sections of the country revealed happily that many millions spent for relief to date have gone to employ the jobless in developing recreation areas. In Birmingham half a million dollars was thus spent; in Youngstown, Ohio, fifty thousand, while one million of a five-million-dollar bond issue for relief in Los Angeles was turned over to the Playground Commission. In San Francisco one and a half million dollars were provided from relief funds for parks and a quarter million for playgrounds. Forty per cent of the labor used for unemployment relief in Indianapolis went to park projects, and nearly 100 per cent in Duluth. Scores of cities reported smaller sums.

As to meeting the increased demands made upon the recreation resources, an analysis by the National Recreation Association of one thousand indoor recreation centers in one hundred cities showed an average increase in use per center of 62 per cent, a great part of which was due to unemployment. Emergency recreation centers have been made available in Philadelphia, Montreal, Cincinnati, Greenwich, Conn., Highland Park, Mich., and other cities. Several pleas were heard at the Congress against in any way making children suffer for want of play opportunities. Actually 469 new playgrounds were opened in 1930—an increase of 38 per cent in playground service over 1929. Joy Elmer Morgan, editor of The Journal of the National Education Association, pointed out the opportunity of the schools in training for leisure, saying that their great task "is to establish the values of life so that an art of living shall emerge among the masses." He advocated one recreational leader for every ten teachers in the community on the ground that even "if such a program sounds ambitious and costly, I need only remind you that it is much less costly than crime, ill health, gambling and dissipation."

## City Managers and Unemployment

IN keeping with the times, the problem of unemployment relief occupied the chief attention of the nearly two hundred city managers, various city officials and other persons interested in government who attended the eighteenth annual conference of the International City Managers' Association recently held in Louisville. The consensus of opinion was expressed by Daniel E. Morgan, city manager of Cleveland, who stated that cities should be given official representation on national and state employment advisory councils. "What cities need just now from Washington," said City Manager Dykstra of Cincinnati, "is correlated information on employment and a national program of employment agencies and employment distribution. Industry is interdependent on a national scale and therefore no city acting by itself can hope to deal with the problems industry creates." The scrip labor plan of providing work in Grand Rapids was discussed by City Manager Welsh and the system of relieving the unemployment situation in Petersburg, Va., was outlined by City Manager Morton. Louis Brownlow, in an address on trends in relief and public welfare, pointed out the definite trend toward the municipality taking over from private organizations relief activities, and Frank Bane, executive director of the American Association of Public Welfare Officials, outlined the work which his organization is undertaking with the view of assisting local governments in meeting unemployment.

Reducing expenditures to meet diminishing income, management technique, city-manager policies, and training for city managership were other subjects discussed. In his address on the problems of metropolitan regions Charles E. Merriam of the University of Chicago stated that satellite cities on the edge of large cities should be joined with the larger metropoles. Contending that a system of government is either sanctioned or disproved over a twenty-year period, A. R. Hatton of Northwestern University stated that the continued popularity of the council-manager plan over twenty-three years is sufficient assurance that it is well established. Greatly increased interest in council-manager government during the past year is evidenced by the fact that during this period the plan was adopted by twenty-five cities of which thirteen have populations in excess of twenty-five thousand. This is the largest number to adopt the plan during the same period of time since 1925.

That the Association is increasingly receiving public recognition as an official and reliable source of information regarding city-manager problems was the encouraging message brought by President Story of Rochester. The excellent research work of the organization as well as the improvement of its official journal, Public Management, has in his opinion done much to bring about this happy situation.

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# INDUSTRY

## The Business of Conferences

"CONFERENCES," as a modern technique for getting things done are the subject of a piece of research being carried forward by The Inquiry (129 East 52 Street, New York) under the direction of Glenn Bowers. While the study is limited to conferences in business and industry, the findings will undoubtedly be of value to other types of organization using this tool as part of the day's work. The study will be based on actual reports of the business conference in action. For this purpose, schedules have been drawn up to secure comparable data on what actually goes forward in the conference, and on the objectives, planning and preparation, follow-up work and so on. Among the questions which the study will attempt to answer are the following: For what types of problems or situations should the conference method be used? When is a committee or conference *not* the most effective means of gettings things done? How may the objectives of meetings be defined? What are the functions of the chairman? Of the secretary? Of the members? What is the nature of the unseen influences and forces which affect the outcome of a conference? What are the tests of success or failure of a conference? In the research manual for the study, conferences have been divided into "five general categories according to what takes place, namely: giving orders, telling and selling; developing or teaching through directed discussion; bargaining and debating; creative discussion." The manual defines a "genuine conference" as a "free, orderly discussion between members seeking jointly an appropriate course of action, a decision or a common understanding." It is hoped that one of the tangible results of the study may be a Handbook on the Conduct of Business Conferences, containing practical guides for organizing and managing "genuine conferences."

## The Reorganized Service

ENDORSING the Wagner plan for an adequate system of public employment offices in this country, the Association of Public Employment Services at its recent Cincinnati convention passed a resolution expressing its belief that "the so-called reorganized Federal Employment Service . . . cannot succeed in developing an efficient, worth-while public employment service; that it has further failed in its policy to co-operate and coordinate in an efficient, amicable and otherwise satisfactory manner with the state departments of labor or state employment services." The convention asserted that "further federal legislation is both desirable and necessary for the development of an adequate federal-state-municipal public employment service," and urged the next Congress to re-enact the Wagner bill which was passed last winter and vetoed by the President (see The Survey, April 15, 1931, Page 88).

Further criticism of the reorganization of the federal service is put forward in an article by George Trafton in a recent issue of The American Labor Legislation Review. Mr. Trafton reports that "the only thing that has happened in state after state is that an individual was appointed from Washington as state director with authority to employ a stenographer and given supervision over already existing employment offices with no authority to extend the service to parts of the state not already served. . . . There has been confusion and duplication of effort with no improvement in the quality or quantity of placement work being done."

## Fewer Children at Work

BACK-TO-SCHOOL for children in their teens, for the benefit of the children themselves and to save available jobs for adults with dependents, is being widely urged. That a good deal has already been accomplished along this line is pointed out in the last issue of The American Child, which quotes state reports showing reductions of 25 to 50 per cent in the number of work permits issued to children under 16 in 1930, as compared with pre-depression years, and Children's Bureau figures showing that in 23 states 103,000 work permits were issued to children of 14 and 15 last year, as compared with 137,000 in 1929. Child Labor Sunday, inaugurated by the National Child Labor Committee 25 years ago, will be observed January 23 in synagogues, January 24 in churches and January 27 by schools, clubs and other organizations. Posters, printed material and programs will be sent without charge by the committee, 331 Fourth Avenue, New York.

## Lawrence

THE first large-scale strike following a wage-cut announcement has tied up Lawrence, Mass., since the first week in October. About twenty-three thousand workers walked out. The six largest mills were completely shut down from the first day of the strike and two others suspended operations. The 10 per cent cut announced by the American Woolen Company applied only to mill workers, but Moses Pendleton, president of the Company, announced a few days after the strike began that office workers would have to take salary cuts "of a higher percentage." He added, "Wage cuts must be made if the company is to continue to do business here. If we cannot do business here then we will move to other cities where the company has mills and machinery which have been idle." Peace overtures made by the workers have so far

## Picked Pamphlets

OUT OF THE DEPRESSION—AND AFTER, *by Stuart Chase. John Day Pamphlets No. 2. 386 Fourth Ave., New York. Price, 25 cents.*

A socio-economist ventures a prophesy as to what lies just ahead.

PRINCIPLES AND METHODS OF WAGE DETERMINATION IN THE COAL INDUSTRY. *World Peace Foundation, 40 Mount Vernon St., Boston. Price, 60 cents.*

A study of the factors that control wage levels in coal in this country and Europe made by the International Labour Office following the preparatory technical conference of conditions of work in the coal mines, held in Geneva in 1930.

UNEMPLOYMENT-BENEFIT PLANS IN THE UNITED STATES AND UNEMPLOYMENT INSURANCE IN FOREIGN COUNTRIES. *Bulletin of the U. S. Bureau of Labor Statistics, No. 544. Superintendent of Documents, Washington. Price, 50 cents.*

Summaries of all the going experiments in this field.

THE OCCUPATIONAL EXPERIENCE OF 100 UNEMPLOYED PERSONS IN BLOOMINGTON, IND., *by Thomas Wesley Rogers. Bureau of Business Research, Indiana University, Bloomington.*

Based on rather immature student investigation into the work history of one hundred men on made work last winter, this study nevertheless throws some light on the social and vocational background of the unemployment problem.

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been rejected by management. The offer of the strikers to return to their jobs at their old rate of pay while Governor Ely attempts to secure arbitration of the wage dispute has not been acted on by the employers at this writing. Mr. Pendleton has repeatedly announced, however, that so far as the company is concerned, there will be no compromise on the wage cut. The strike involves the conservative majority element of the workers who are members of unions affiliated with the American Federation of Labor as well as the radical union groups. The strike has the sanction of the United Textile Workers, the A. F. of L. textile organization. The New York Times correspondent points out that "although the planned wage reduction is the only grievance now involved, it has solidified the protests of three separate labor organizations which in the past have worked at cross purposes." There have been several outbreaks of violence in the course of the strike and a number of arrests have resulted.

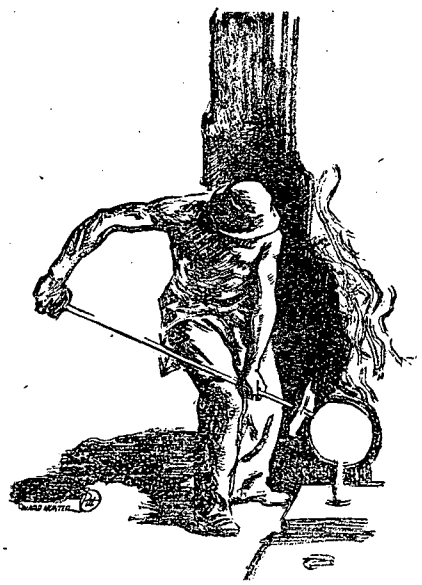
## Safety in Coal

GROWING success of the safety-first movement in coal-mining is indicated by a report just issued by the Department of Commerce covering the first seven months of 1931. In this period there were 838 fatalities, a reduction of 27.7 per cent as compared with the same period for 1930. For the same period there was a cut of about 16 per cent in coal production. This means that for the first half of 1931 the death-rate was 3.29 per million tons of coal produced, as against 3.81 for the same months a year ago. The lowest previous death-rate per million tons of production in any year since 1906, the report states, was 3.73 in 1927. The Department does not give figures based on the man-hours of exposure, usually considered the clearest way of measuring rise or fall in the accident rate.

The report cites two instances in the past few months when rock-dusting has forestalled serious accident. In one case, rock-dusting prevented the occurrence of a widespread explosion. In the other case, rock-dusting confined to a small area an explosion in a mine where nearly 150 men were at work. The record of more than seven months without a major explosion is held by the Department to have been "by all odds the longest period of immunity in bituminous mines in thirty years."

## Earnings Around the Year

STRESSING the need for more realistic wage standards for women workers, a recent bulletin of the Women's Bureau, U. S. Department of Labor, analyzes the wage data for 107,000 women workers in 1472 industrial and mercantile establishments in 13 states (see The Survey, June 15, 1931, page 317). The bulletin points out that women's wage rates are often based on a mistaken theory that the wage-earning woman is in industry only for a few years, has only herself to support and usually lives with her family. This study shows that in seven states one fifth or more of the women workers were widowed, separated or divorced and that both single and married women workers usually have dependents. Wages were found to be too low for adequate living for the great majority of the 11,000 women whose year's earnings were ascertained. One fifth were reported as receiving less than $500 a year, that is, less than $9.62 a week around the year. Of 8400 women in manufacturing, one in seven received less than $500 a year and only 13 per cent earned as much as $1000.



Courtesy The Pittsburgh Record
*Pouring Metal*

## The Six-Hour Day

AFTER a year's experience with the six-hour day, Lewis J. Brown, president of the Kellogg Company of Battle Creek, Mich., reports in a recent issue of the Executives' Service Bulletin (Metropolitan Life Insurance Company of New York) that the scheme has passed the experimental stage, and lists impressive advantages to employes and to the company under the new plan. The loss in wages due to the shortened work day was made up by an increase in hourly base rates. The gains to the workers Mr. Brown lists as follows: more time for recreation; time for educational, music or other cultural courses; increased incentive to prepare for managerial jobs, as the change from three to four shifts makes necessary an additional full staff of managers, foremen, foreladies, and so on; less fatigue; opportunity for mothers to earn a living and yet have ample time at home; less waste of time; decreased cost of living—all meals at home; greater assurance of a steady job. Mr. Brown cites equally important advantages to the company: increased daily production from the plant as an operating unit; elimination of meal periods with their waste and the expense of a large cafeteria; increased return from the capital invested in plant and machinery.

## The Wages of 1931

THE total paid out in wages by manufacturing industries in this country dropped 40 per cent between 1925 and 1931; for the same period, the cost of living fell 15 per cent. These figures were recently given out by Ethelbert Stewart, U. S. commissioner of labor statistics. The 40 per cent decline in payrolls does not mean wage cuts in this proportion, Mr. Stewart is careful to point out. Most of it, he says, has been due to dismissals, proration of work and part-time employment. "But it does mean," he added, "that the income and consequently the purchasing power of employes of manufacturing industries as a whole is less by 40 per cent than it was in 1925."

From Pittsburgh comes an announcement by the steel companies that whatever saving in operating costs results from the recent 10 per cent wage cut will be used to offset losses, not to reduce prices. The saving will probably amount to between four and five million dollars for the last quarter of 1931. Prof. Norman J. Ware of Wesleyan College, Middletown, Conn., quotes in The New Republic of October 21, some interesting figures on earnings and wages in steel.

Taking 1922 as 100, the index numbers are:

| | Total payroll salaries and wages | Net income before payment of dividends, etc. |
|---|---|---|
| 1927 | 133 | 222 |
| 1928 | 128 | 288 |
| 1929 | 130 | 498 |
| 1930 | 121 | 263 |

During the last month for which U. S. Department of Labor figures are available at this writing, there were wage cuts in 221 establishments in fifty industries. The reductions averaged 10 per cent and involved 63 per cent of the workers in the plants concerned.

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# EDUCATION

## A "New" Teachers' College

FRESH recognition of the close bond between social work and modern education is contained in the announcement of a new unit of Teachers' College, Columbia University, to be opened in the fall of 1932. The aim of this new training school for teachers, which is to be under the direction of Prof. Thomas Alexander, will be "to demonstrate radically different methods in the selection and training of young men and women who are to become teachers in nursery, elementary and secondary schools," and "to reduce the present over-supply of teachers of mediocre ability and personality." The core of the curriculum will deal with child nature and development. There will be required courses in sociology, economics, politics and problems of social and industrial life, and each student will have active participation in some form of social work "because the future teacher must in a real sense be a social worker." Students will also be required to spend some time on actual jobs in industry and business "so that when they become teachers they will have an adequate conception of the work of the world into which most pupils who graduate from our American schools must enter." The student body for the first year will be limited to one hundred young men and one hundred young women "of outstanding ability and personality." The course of study will vary from three to five years, depending on the capacity of the individual student, and will include at least one year of study and travel abroad. The satisfactory completion of on "interne" year, spent in teaching in cooperating private schools of public school systems, will be required before a degree is granted.

## Public Schools and Parent Education

CHANGING attitudes toward the responsibility of the public schools for giving pre-parental training to boys and girls are reflected in replies to a questionnaire sent to all married women graduates of the University of Kansas, on which Florence Brown Sherbon reports in the current issue of The Journal of Home Economics. The women were overwhelmingly of the opinion that such preparation for adult responsibilities should be given in colleges and universities, but among the older graduates there were reservations as to whether such training should be given in public schools, and a small percentage were opposed to it. In answer to the question, How should home-making be taught in the public schools?, the older graduates for the most part listed various home economics items. The younger group revealed a broader concept of home-making by including such subjects as psychology, child care, child welfare, the fundamentals of home relations, training in citizenship. The idea of using the child's own home as a laboratory was offered by about 7 per cent of each group. Most of these university women felt that preparation for homemaking and parenthood should be given public-school pupils in connection with work in physiology, hygiene, home economics, physical education, home nursing, child psychology, and not as separate courses. "On the whole, the graduates of the youngest group favored specific instruction, and those in the oldest group were most general in the character of their suggestions."

## Pulling Together

IN the hope of furthering better understanding and cooperation between the schools and the children's courts, the National Probation Association has organized a Committee on Relationships between the School and the Juvenile Court. The committee held a preliminary meeting at the National Probation Conference in Minneapolis, to outline the scope and method of its work. At that time it committed itself, Probation reports, to a study of relationships and possibilities of preventive work with delinquents in the schools, and to bringing information regarding social equipment and cooperation with the juvenile court to the attention of the schools and educational bodies. Dean Justin Miller of the Law School, Duke University, Durham, N. C., is chairman and among the seventeen members of the committee, which is made up of educators and leading workers in the field of juvenile delinquency, are Elizabeth H. Dexter, head visiting teacher in Newark, N. J.; Isabella Dolton, assistant superintendent of schools, Chicago; Mary Edna McChristie, acting chief probation officer, Cincinnati; Dean Philip A. Parsons, University of Oregon; Judge Katherine B. Sellers, Juvenile Court, Washington, D. C.; Dr. Edith Hale Swift, American Social Hygiene Association, N. Y.

## Learning to Play

THE healthy good times of the summer-camp movement and some of the creative satisfactions and broadened horizons of the "new" schools were taken to Southern mill-village children during the past summer by a group of progressive school teachers and college students under the auspices of Pioneer Youth of America (see The Survey, October 15, 1929, page 77). These summer projects for children of textile workers included a camp for a small group in the Blue Ridge Mountains and play schools in Danville, Va., Draper, Spray and High Point, N. C. Agnes Sailer supervised the whole group of "schools," and William R. Reich of Champaign, Ill., acted as camp director. Like the Pioneer Youth camps in the North, the Southern camp was built and operated by the children themselves, using the resources at hand. Iron for the camp stove, for instance, was salvaged from the village scrap heap, and some discarded road signs served as roofing for the dormitory built of rough pine boards from a local sawmill. Almost nothing but blankets could be supplied from the meager homes. The mill officials threatened to fire any employes who let their children attend, so the youngsters all came from the homes of blacklisted workers, many of whom had been jobless for months. Mr. Reich lists among the summer gains the development of initiative and resourcefulness; new standards of cleanliness and health; discovery of unsuspected talents for music, drawing and dramatic expression; a permanent camp-site for future use.

## Freshman Ages

SURPRISING data on the wide variation in the ages of college students are brought out in the survey of the fifty land-grant colleges and universities recently made by the Federal Office of Education. The land-grant group includes Cornell and the Universities of Wisconsin and California. The study was based on the age of students at the time of entrance as reported by 22,159 graduates. The usual age for going to college was found to be 18 or 19 years in these institutions, with 51 per cent of the college entrants at that level. Nineteen

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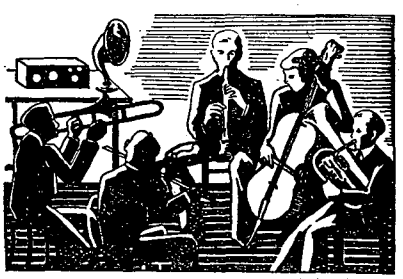
per cent of the freshmen came younger than this to the campus while 30 per cent were older. Eleven per cent of the 22,159 students were over 21 years of age when they embarked on their college course, many of them over 35. "Of the older students," the report points out, "a very large proportion . . . were school teachers who were attending college for the purpose of improving their training and keeping up with modern changes in school practices and methods." To get a clear picture of the make-up of the college population from the point of view of age, a comparable study would have to be made of endowed institutions. One would expect to find the largest proportion of their entering students in a lower age group, and a smaller proportion making up for lack of earlier opportunities or for insufficient teacher-training.

## What Do Children Read?

WHAT a child's book should be, what a children's library should and can do, what children of the Machine Age want to read, the new books for children being published abroad —these are some of the wide ranges explored in the third Children's Library Yearbook, just published by the American Library Association. This survey of children's reading emphasizes the higher standards of writing, illustrating and printing that characterize current books for young people, compared even with those of a decade ago. Improved methods in children's libraries, the development of the "story hour," closer cooperation between library, home and school, have resulted in more reading by boys and girls, particularly reading as a recreation. In the section on The Machine Age, the Child and the Book, however, some current problems are pointed out. Flora de Gogorza, head of a branch library in Brookyln, N. Y., notes "a taste for the mediocre" revealed in children's impatience with "good standard books" and a demand for "the swift-moving, sensational type of book." The usual request, she reports, is for "Doyle, Owen Johnson, a sport story, a murder story from boys; a mystery story, Montgomery, Gene Stratton Porter from girls." The shift to this froth she lays to "superficial study due to over-crowded classrooms . . . prize contests resulting in scrappy information; the endeavor to make a reader of every child. . . . The sensational tabloid and the lack of quiet evenings in the home."

## The Radio Music Master

A BANDMASTER using the radio to teach four thousand school children scattered over four states to play band and orchestra instruments and to lead them in group playing, opens up fresh possibilities of education for "creative leisure" in school, home and community (see The Survey, October 15, page 74). The story is told by Joseph E. Maddy, professor of music at Ann Arbor, in the current issue of School Life. He gave an experimental course of five half-hour lessons last winter, using a free booklet which gave general instructions and supplied the music of fifteen airs, scored for twelve instruments. A studio band played a tune till the pupils had memorized it, then "held each tone long enough to permit the pupils . . . to match the tone on their instruments." Finally, band and pupils played the song together, the pupils playing the melody, the band supplying the harmony. For a concluding lesson, each school within a radius of one hundred miles sent to Ann Arbor a pupil who had received no instrumental instruction other than the five radio periods. This group of twenty students, 10 to 16 years old, successfully replaced the studio band for a full hour program of familiar and unfamiliar unison and part songs, solos, duets and trios. Professor Maddy found three great advantages in this type of teaching: the radio students are constantly imitating the good tones of the studio band; the blatant tone quality of beginners is automatically controlled, because the pupils must play softly to hear the studio band; the experiment instantly won the active, interested cooperation of the parents, and the community.



Courtesy School Life

## An Interne Year for Social Workers

FIELD training for graduate students in social work over an experimental two-year period is provided by a grant of $30,700 to the University of Pittsburgh recently made by the Buhl Foundation. The grant is intended to provide practical training, comparable with the "interne" year in medicine, for advanced students already acquainted with the philosophy and the theoretical aspects of modern social work. At the termination of the grant, it is expected that the university will continue the program with funds from other sources. In connection with the grant, Charles F. Lewis, director of the Foundation, stated: "Increasingly in recent years the need for more adequate training of social workers has been recognized. . . . Indeed, the establishment of facilities for practical graduate field training comes in response to a continued growing demand on the part of social workers themselves and of the welfare agencies of the community." The new undertaking will be under the direction of Prof. Manual C. Elmer of the department of sociology. The Buhl Foundation, which was set up in 1928 under the terms of the will of Henry Buhl, Jr., a Pittsburgh merchant, has made grants in its first three years totaling $1,205,000, with special emphasis on research, experimental and demonstration projects in the social sciences. While the grants thus far have been for work felt to be particularly valuable to the Pittsburgh district, the Foundation's programs have centered in problems of wide significance.

## A Long Look at Alma Mater

WHAT a modern college ought to give its students, and what they themselves "got out of" four years at their own college were two significant questions answered by more than one thousand alumni of Haverford College in the course of an inquiry sent them as part of the institution's centenary program last spring. The alumni listed what they felt a student should get from his college course in this order: ability to reason and analyze facts; ability to distinguish important things in life from unimportant; ability to express and communicate thoughts; broad intellectual interests; solid and sane foundations in religion and morality; ability to concentrate; appreciation of beauty; preparation for business or professional career; specific knowledge of one subject; memory training. In addition, they held that a student should gain during his college years: the ability to get along with people, poise, self-reliance, ideals, friendships. This alumni group, members of Haverford classes from 1859 to 1930, felt that they benefited most in college from elective studies, prescribed studies, faculty associations, student associations, athletics, religious influence, extra-curricular activities, "college atmosphere" (in this order). English was the study in which the largest group specialized in college and which the largest number had found most useful both in their occupational and in their cultural life. Of the reporting alumni, 50 per cent are in business, 37 per cent in the professions (largely teaching), 7 per cent are students, 4 per cent retired. Only 1½ per cent listed themselves as unemployed in the spring of 1931. Answers came from alumni in forty-five states and twenty foreign countries.

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# Unemployment

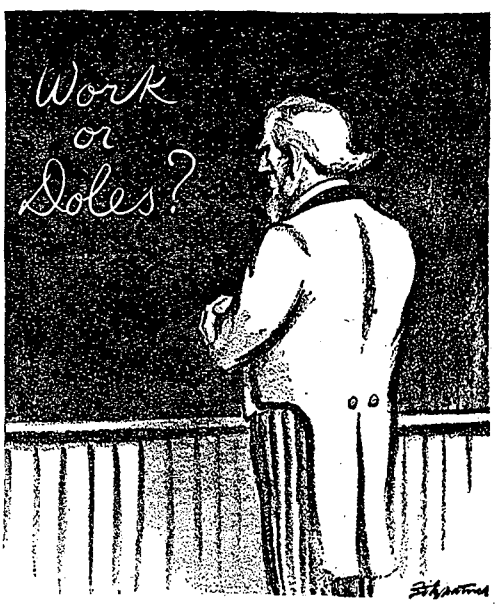
## Present Help and Future Record

AT the request of the President's Organization for Unemployment Relief the Family Welfare Association of America is making a series of special studies of emergency relief measures which will be utilized in national relief plans and will serve also as a record of the winter's experience. Arthur Dunham of the Child Welfare Division of the Public Charities Association of Pennsylvania has been given a year's leave of absence to direct these studies. They will include monthly stream pictures of the progress of organization throughout the country and of local relief resources in relation to relief demands, a handbook on the organization and administration of local public relief departments prepared by Rose Porter with the cooperation of the Association of Public Welfare Officials and a guidance report by Robert S. Wilson on the experience of fourteen cities in the care of homeless men and boys.

The Association will also study, through local agencies that have contacts with hundreds of thousands of families, the human effect of unemployment on family life and morale. To meet the many requests for guidance in the administration of public and private relief funds in unorganized communities the Association has arranged an emergency field service directed by Josephine C. Brown.

## A New Way Out

WILLFORD I. KING, who is not a dreamer nor a political propagandist but a competent economist with volumes of statistical research to his credit, has drafted a Comprehensive State Statute for Preventing Unemployment which should serve as a useful starting point for discussing and planning ways to forestall the "next" depression on the basis of what we are learning from this one. Professor King, formerly on the staff of the National Bureau of Economic Research, is a fellow of the American Statistical Association and professor of economics at New York University. His plan for "giving every man or woman who wants it, a job" is based on the theory that labor is a commodity for which the employer should contract as definitely and with as careful foresight as for machinery, new buildings or raw materials. The most interesting section of his proposal is that describing the ingenious device for making and enforcing this "agreed volume of employment." He would have each employer of fifty or more persons file each year a statement of the number of workers they propose to employ each month for a three-year period, with the total number of hours to be furnished the group. Deviations of 4 per cent are permitted. Beyond that, they are penalized by excess payments into the State Employment Fund. When the business activity index to be constructed month by month by the state industrial commission is below normal, any employer is permitted to revise his volume of employment upward; when it is above normal, he may revise downward. No other revisions are permitted. The plan requires every employer to build up a reserve fund to protect his workers in time of business depression; it also provides a state employment fund, maintained by special taxes and by the penalties paid by recalcitrant employers, which would make it possible to offer state employment at low wages "to all able-bodied persons desiring it." Copies of the plan in full may be obtained from Professor King, Department of Economics, Washington Square College, New York University, New York City.



Fitzpatrick in The St. Louis Post-Dispatch

## Case Work Gardening

WELFARE gardens that flourished all summer as relief and unemployment measures have been put to bed for the winter and the social agencies that promoted them are reckoning their value. By and large, with only a few ifs and buts, the balance is decidedly on the credit side. Gardens that were carefully planned in advance, that were supervised during cultivation and harvest and that were operated on case-work principles were uniformly successful. Hit-or-miss projects where squads of men were sent out to rough land with a package of seeds and a bundle of hoes were about so much labor lost.

One of the most carefully worked out and successful of many community gardens was that of Minneapolis with the Family Welfare Society and the agricultural experts of the University of Minnesota cooperating with an independent committee which supplied carfares, seeds, fertilizer and tools. Acreage in a rich market-garden section was plowed by tractor and laid out in plots which varied in size with the families to which they were assigned. Crops were chosen to provide summer vegetables according to the family's tastes and needs and root vegetables sufficient for its winter requirements. Experts advised on planting and cultivation. Without this supervision there was too much exchange of gardening superstition which confined most operations to the waxing of the moon.

As harvest time came on a night watchman was installed, thus averting many minor tragedies and not a few free fights. Finally a central storehouse for the root crops was opened where gardeners could stow away their winter's supply of potatoes, cabbages and what-not and check them out as needed. After the harvest the garden still afforded many days' work for unemployed men to get everything ship-shape in the hope of an early start next spring.

## A Long Step Forward

LONG-RANGE plans for preventing and mitigating unemployment as well as detailed suggestions for meeting the current emergency are emphasized in the report of the U. S. Chamber of Commerce committee on continuity of business and employment, appointed last spring. The report recommends limited modification of the anti-trust laws as a means of stimulating and steadying business. It also recommends: disarmament, not only as a means to world peace but as an economic measure; unemployment in-



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surance schemes, established by industry; the setting up of a national economic council. To meet the present emergency, the report stresses the need for local rather than national efforts to find jobs for those out of work and for increased public work to take up the slack in private industry. The National Economic Council favored by the committee would be composed of three or five members, representative of the country as a whole, who would employ able economists, statisticians and other technical assistants, and work in cooperation with governmental agencies and trade organizations. Basing its recommendation on studies of individual planning methods, the committee urges the extension of the planning principle to every branch of industry. The committee suggests that much can be done to prevent or mitigate the effects of seasonal depressions through widespread adoption of planning methods by industry itself. The report also emphasizes the gradual shortening of the work-day during the past three or four decades and suggests that this change will continue with greater rapidity in some industries than in others. The board of directors of the Chamber of Commerce has directed that the report be submitted to a referendum vote of the member organizations.

## Taking Care of Their Own

THE burden the unemployment emergency lays on labor groups that attempt to carry their jobless members is indicated by the action taken at a recent meeting of New York Printing Pressmen's Union 51. For two years the union has assessed its members eight dollars a month to create an unemployment relief fund. In that time the union has paid out over four hundred thousand dollars to members out of work. It had been the plan of the organization to suspend the assessment on November 1, but at a recent meeting attended by 3200 of the 4000 members, it was held that the outlook for the months ahead made a relief fund more necessary than at any time since the "crash." Accordingly it was voted, with only thirty-five opposing voices, to continue the assessment. The union distributes an average of $12 a week to its out-of-work members. About 620 men have received help since the plan was inaugurated. James J. Conway, president of the Union, reports that current unemployment among the membership is about 20 per cent.

## Relief on Four Fronts

THE first chill winter winds from the lake sent Chicago scurrying into large-scale unemployment relief activities though the success of its $8,800,000 Emergency Drive was still in the balance. Chicago put in a good part of the summer tightening up its plans and establishing definite procedures of cooperation between its social agencies. The defense against destitution will be on four fronts:

1. Joint Unemployment Relief Service; James Mullenbach, chairman; Edwina Lewis, executive director. Five family agencies and the Cook County Bureau of Public Welfare are uniting their efforts in twelve district offices—six of them already running—where all new family-relief cases with unemployment as the chief factor will be treated. Each office is staffed with a supervisor and assistant, four case workers, four aides and four clerical workers. A clear line is drawn between the cases which this service handles and those which must be carried by the regular agencies.

2. Special Work Division; Martin Bickham, director. The work-relief program of last winter is being vigorously expanded but jobs for the present at least are available only for family men referred by the five major family agencies. These men come from the referring agency with a brief case history so that no further interviewing is necessary. Eviction cases are given preference.

3. Service Bureau for Women; Mrs. Theodore W. Robinson, chairman; Mary Moon, director. Women and girls, new cases, with no family affiliations, who require only minor service are accepted. Cases requiring long-time service are referred to regular agencies. Plans are under way for meal tickets and a workshop. Housing facilities are considered adequate for the present.

4. Clearing House for Unemployed Homeless Men; Robert W. Beasley, director. Facilities will be provided for ten thousand men with special provision for the aged, the handicapped, the highly skilled and the white-collar. Physical examinations, morale-building activities and tickets for meals and lodgings are included in the plans.

## A Moribund Law Goes to Work

OUT of an almost hopeless situation, with its private emergency unemployment relief fund exhausted and its Department of Public Charities without funds or effective organization, Yonkers, N. Y., has pulled together a new set-up for public relief with methods based, so far as the law permits, on modern case-work practice. Yonkers found its machinery in an old law, never operative in the city, which permitted the appointment of an Industrial Aid Commission with large and elastic powers. Urged on by the Charity Organization Society and other hard-pressed relief organizations, Mayor Fogerty appointed a commission of three and set it going with an appropriation of two hundred thousand dollars under the expert steering of an advisory committee from the social agencies. With a salaried executive, an office staff of volunteers and a case-work staff loaned by private organizations, the Commission undertook to reinvestigate the load of cases inherited from the defunct Emergency Relief Committee and to keep step with new applications.

Under the law, as interpreted by the Commission, relief is given in kind, not in cash, with the recipient directed to report to the Department of Public Works for employment. The procedure of relief begins with the investigation of applications by case workers and an estimate of family needs for a month. The head of the family then goes to the Municipal Employment office with a work order covering this estimate. The food depot, also a heritage from the Emergency Relief Committee, has been reorganized with nutritionists and home economists loaned by private agencies working out family food orders according to standard budgetary estimates. Prices in the depot are plainly marked and housewives make their own selection within the limits of their order.

No one is quite satisfied with this food distribution but until the Commission accepts another interpretation of the law to permit relief in cash and in wages for made-work it is about the best that can be done. In addition to food relief the Commission meets pressing rent obligations and supplies fuel, shoes and medical attention on the recommendation of the case worker.

The private agencies have now been obliged to withdraw their workers but the Commission has so established itself in public confidence that it has secured funds for an executive staff of its own supervised by an experienced case worker still loaned by one of the private agencies. How far the demonstration of improved relief methods will carry over when the Department of Public Charities is once more in funds cannot now be said. It seems unlikely however that Yonkers will be willing to go back to its old hit-or-miss, wholesale method of administering public charitable funds.

## First Aid

A SELECTED bibliography on Unemployment Prevention, Compensation and Relief that really covers the subject has been prepared by the Industrial Relations Section, Department of Economics and Social Institutions, at Princeton, and is priced at 50 cents a copy. "Prepared to be of particular use in the fall and winter of 1931-2," the bibliography is divided into four sections: The Problem of Unemployment; Company Programs; Trade-union Programs; Public Programs. It lists books, pamphlets, reports and magazine articles, with a brief description of each listing.

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# WORK SHOP

## How Interpret Ourselves?

By MARY SWAIN ROUTZAHN

IT is not my idea to propose a campaign to make social workers popular. It might be done. We have been told that a ten-gallon hat and breakfast parties for popular actors lent warmth to a cold presidental exterior. The same technique applied to humanizing the social worker, sometimes believed to be a frozen community asset, might bring to light unexpected characteristics now effectively concealed by our horn rims and low heels. A research director undismayed by the intricacies of a dress pattern and a director of a school of social work who is a skilled chef would certainly meet the approval of a professional humanizer.

A defensive campaign will not do much to change the stereotypes of the social worker as either sentimental or hard-boiled, both of which have become fairly well set in the public mind. It would be wiser I think to woo goodwill not by defense or praise but by demonstration. If the social worker has special knowledge or wisdom let him share these with the public as well as with the client. If people in trouble need a highly skilled kind of professional social service let these needs be made as emotionally compelling to those who support social work as the need for food and shelter.

These two proposals, to popularize social information and to prevent vividly the need of skilled social service, might well become the basis of two distinct publicity projects highly useful in themselves and more likely to increase respect for social workers than extravagant claims for their personal charms and professional expertness.

Largely ignored by social work publicity but fully recognized by publishers and broadcasters is a considerable public which yearns for culture. It welcomes information about philosophy, history and psychology. It is curious about scientific discoveries, current events and public affairs, but it wants its information presented with life and color and novelty. Social work is a mine of fresh, interesting and important information for these avid readers and listeners, but before we can expect them to read or to listen we must bring our information out of the cold storage of technical phraseology and warm it into forms that tempt the mind.

The medical and legal professions have only recently taken steps to interpret their special knowledge to the layman. Social work need not wait for maturity to inaugurate its own educational service. I suggest that we follow the lead of medicine and law and give the public more freely the results of the social worker's experience and study.

Publicity for social work is now largely of the asking kind. With money so badly needed, it is inevitable that the public will hear about social work most often in connection with appeals for help. In the highly emotionalized appeals to which givers appear to respond most readily the social worker is usually kept well in the background. Asking is done largely by lay leaders or in their names. They appeal for money badly needed to relieve hunger and to care for the sick. Such appeals will have to continue. A sudden shift of emphasis from physical wants to the need of skilled service would be coldly received, but much more can be done to arouse sympathy for those human needs which clearly justify social work as a profession. By showing these needs through the eyes of the social worker we can create an acceptance of a professional viewpoint without futile explanations of social-work technique.

GIVERS as a rule are not greatly concerned with just how skilled service functions. They call in a doctor or a lawyer not because they understand his special technique but because they need it in a particular situation. When people with human sympathy become aware of misery or frustration beyond their ability to relieve they turn to the social agency, but they are more concerned with what the social worker does and for whom she does it than with exactly how she does it.

As yet the public has scarcely been made aware of what the practiced eye of the social worker sees behind what she does, the fears that beset her clients, the discouragement which threatens to make the unemployed man into an unemployable, the something in character on which to build, and the desperate need to emerge from disaster with one's pride intact. The more nearly publicity can succeed in making the public see eye to eye with the social worker the more confidently will the public trust her to work in her own way. At present a large share of the public doesn't know what she is up to with her red tape and psychiatry and school-of-social-work training. All they want to know, many of them, is that red tape is something that is actually good for people, and not a way of diverting funds that were intended to buy food and clothing.

One advantage in presenting the need for skilled serv-

*Social-work publicity has made long strides in putting before the public a picture of what it is doing and some understanding of the motives and ideals behind a new profession. Here, in a digest of her paper at the National Conference of Social Work, Mrs. Routzahn of the Russell Sage Foundation carries the discussion on another step to a consideration of how the social worker may interpret herself as well as her work.*

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ice instead of trying to explain its technique is that the technique is apparently beyond the ability of most of those who write about social work to make either clear or interesting. Case stories which attempt to show the social worker in action result often in making her appear quite as priggish and prying and blundering as her worst critics claim. Social treatment is both too complex and too unfamiliar to the average reader to be interpreted easily in the brief case stories which occur in annual reports, house organs and speeches. On the other hand, social needs can be sketched in fewer words. The personalities of human beings and the morasses into which they flounder can be caught into vivid phrases and sentences which bring to mind recognizable people and circumstances. For this reason the social worker would do well to develop the art of telling simply and sincerely what she sees, perhaps a little of what she does and less of how she does it.

THE executives of social agencies, who do most of the talking too often tell the public about the administrative wheels within wheels with which they themselves are in close contact and not about the human beings who are the raw material of their statistical records. A recent news story about a state conference of social work, a column and a half in length, told only of the relationship of various organizations to the "county unit plan," of "communities struggling unaided with all kinds of problems," "a five- or ten-year program based on the findings of a survey," "committees appointed to plan conferences," and "splendid cooperation." One speaker was reported as saying:

> We are still challenged with a dearth of social workers, with the problem of educating the public to the needs of case work. The job is staggering and will take a great deal of courage and faith in the worthwhileness of social work.

The education of the public may require courage and faith, but more imagination and practice in telling the public how plans and programs and committees affect the lives of men, women and children would help.

A story was going the rounds a few years ago of a citizen who held a violent dislike to social workers, but when pinned down, could not name one. He was not against the "Y", or the family society, the Boy Scouts, Red Cross, or any children's institution, but although he could not identify him, he was "agin" the social worker. As a matter of fact, social workers do not very often appear in public as such. They meet reporters, write reports and go before the camera or the microphone in the name of the community chest or the children's society or the settlement, and are not necessarily identified as social workers. Indeed, the headline writer is just as likely to call an institution's cook who has landed in police court after a fight, a social worker as he is the head of the institution. On the other hand, if outstanding social workers are also physicians or lawyers they are credited to the latter professions.

When social workers begin to assume leadership in matters which are their own concern, the public may become more aware of their professional status. An example of social workers taking their own affairs into their own hands is the successful campaign of the Nebraska State Conference of Social Work to put on the statute books an enabling act to establish county boards of public welfare and to employ social workers. The Conference last year devoted its entire program to this campaign, putting the full weight of organized social workers behind the bill and also giving much news value to the project. Of most importance, however, as exhibiting professional leadership, was the way other organizations were lined up under social-work guidance. Three hundred posts of the American Legion and Auxiliaries, 341 women's clubs and eight branches of the League of Women Voters were rallied to the support of the bill.

Here and there chapters of the American Association of Social Workers are taking an aggressive stand on qualifications for civil-service appointments for social-work jobs and are taking part in recruiting college students for the profession. These are steps toward recognition of a kind worth seeking. Their publicity value lies in the recognition given to members of the profession as vigorous and determined leaders in matters of public importance.

To have too much expected of it does not do the profession of social work any good. Much confusion exists as to the extent of its claims and responsibilities. There is no way of controlling public opinion, so that only reasonable demands will be made upon social workers. There will always be unreasonable critics, but impressions gained at close range are on the whole fairer and kinder than those based on hearsay. As social workers grow more consciously professional, they tend toward an isolation from the "lay" public which encourages prejudice and resentment.

Local chapters of the American Association of Social Workers might help to make the social workers' professional contribution to community life better understood. I believe that the chapters would find it both interesting and profitable to study the publicity of their own social agencies to see how their profession is being interpreted to the public. Suppose, for example, that a chapter committee should, during a given year, collect and analyze the news stories, radio programs, printed matter, in fact all the publicity material they could gather which presumably has influenced public opinion about the importance and the characteristics of social work. It would not be surprising if such a study revealed that professionally the social worker is not in the picture at all. In the publicity of community funds as well as of their member agencies, there seems to be an increasing tendency to tell of the need for various social services, but seldom to reveal that it requires more than a kind heart and ordinary intelligence to keep babies well, build character, find suitable jobs and carry on the other tasks for which social workers are being trained.

If social workers would become more alive to what actually is being told to the public and to what is seldom if ever told, they would feel less outraged when a playwright or a newspaper editor portrays them with neither sympathy nor understanding. Instead they would take a hand in building public support on a solid foundation of respect for the social worker's special knowledge and appreciation of the uses to which it can be put.

## Coward That I Am

I DON'T know whether this is a problem in professional or personal ethics, but for me it is a first class dilemma which is costing me more sleep than I care to lose.

Not long ago I got my man—praise be—resigned my case-work job in the city and came to live in a prosperous little community not a thousand miles from New York where my husband's boss and his wife are the whole show. You either trail with them socially or you don't exist. The wife, an extravagant, contradictory little person, the town oracle at contract, promptly invited me to come into her pet charity, a kind of a family society that would make Francis H. McLean weep.—"You'll find it a wonderful way to get acquainted, my dear, and your experience will be simply priceless to us."—She's really a kind little thing who has never been denied in all her forty years.

I went with her to a board meeting and after considerable ballyhoo of my professional background—which left the group cold—I was, to my surprise elected a member. Then the business began. What with one bridge party and another the society had accumulated a surplus of $4500. The harried executive, who by some magic of domestic economy supports an old mother and is putting a young brother through medical school on her diminutive salary, proposed that the society ex-

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tend its work into an Italian district where distress from unemployment is acute. Her project was sound, well worked out and convincingly presented. And this is what happened to it.

"I'm afraid that bank balance is burning a hole in your pocket, Miss X. But after all, isn't this a time for economies? I'm sure Mr. Hoover thinks so. Did you see what he wants to do to the navy?"—Lady with silver fox.

"My husband says there's no real reason for all this unemployment, that it's just the labor people trying to force the dole onto this country."—Lady with real pearls.

"My husband says that it is all greatly exaggerated and that we shouldn't talk about it."—Lady with diamond wrist watch.

"And anyway shouldn't we help our nice American families first? Surely, Miss X, you don't think there are no American families who need our help?"—Lady with sable scarf.

Then the boss's wife spoke, from the chair. "Well I agree with my husband. He says that any man can find some kind of a job if he really wants to work. I know what a big heart you have Miss X but really, when I think how hard we worked to get that little nestegg of ours—and we all know how shiftless those Italians are—really, I wonder. . . . However I'd like to know what our new member, so much more experienced that we are, thinks about it."

Across the table Miss X's stricken eyes met mine. In hers was the thought of that old mother and that young brother. In mine was the thought of my man's job and of our whole future status in the community. Cravenly I spoke:

"I'm much too new among you to have an opinion."

By unanimous vote the project was rejected.

Now what's done is done. That I was a coward and a traitor is granted. But where do we go from here? Do I stay on the board and try to bore from within? It isn't very promising. Miss X has been trying for three years. And there's the ever present probability that some day I'll blow up and do irreparable damage to my man's position—it's that kind of a community and I've simply got to make good in it. Or do I fix up a suave alibi—"So busy in my new home. No time yet for outside activities"—resign from the board, forget it all and take contract lessons. Has the code of the American Association of Social Workers anything that covers my case, or that of Miss X? She's in on this too, poor wretch.

## Seeing Is Believing

THE Jewish Federation of New York found itself a little weary of the usual type of campaign motion picture with set scenes in its various institutions and with important gentlemen shaking hands with one another. So this year it took its important gentlemen and its stage and screen stars right into the institutions where they did their stuff among the children, the old people and the convalescents. George Blumenthal, international banker, president of Mt. Sinai Hospital, greets Harpo Marks on the hospital roof, and under the eyes of goggle-eyed children in beds and wheel-chairs is relieved of his watch by the light-fingered comedian. At Beth Israel Hospital Beatrice Lillie's song is interrupted by a bored child, "Aw, I want somethin' to eat." At the Hebrew Orphan Asylum George Gershwin leads the band in one of his own compositions. At the Brightside Day Nursery Fannie Brice pauses in a song to query a solemn-faced child, "Do you think I'm funny?" "No ma'am," says the child.

## Planning Engagements

W. H. LEFFINGWELL, specialist in management and occasional contributor to The Survey, has devised a Planning Calendar which enables him to see at a glance his engagements for three months. On a sheet the size of a letterhead there is printed, at the right, the calendar of three months, one below the other. Each date in each square is in small type in an upper corner, leaving room for additional figures to be written in on each date. At the left of the three calendar months are some sixty numbered lines on each of which is written the data about his engagements. Each engagement is then plotted by its number on its proper date on the calendar—maybe once only, or once each week or once each month. A glance at any date will show by key number the engagements for that day which can be identified by referring to the memoranda at the left.

## Volunteer Rally-Round

NOT since war time has there been such a stirring of volunteers as is occurring this winter, and not even then were they more warmly welcomed by the hard-pressed social agencies. The Association of Junior Leagues of America, at its annual conference last month in New York, recommended to its constituent members increased emphasis on volunteer service with lectures and courses of instruction in each community. It expressed its belief that branches may best aid in actual relief work by cooperation with existing agencies in their districts and urged that all money raised during the present crisis be devoted to pressing community needs.

Cleveland social agencies lean heavily on the Junior League for their volunteers. More than two hundred Leaguers are signed up for regular service with some twenty-five different

## The Volunteer's Bookshelf

The Chicago Council of Social Agencies which is doing a land-office business this winter in the training of volunteers, suggests a book for background reading for each of its sixteen lecture topics. The topics and the suggested books are:

An Ancient Calling and a New Profession; Edith Abbott's Social Welfare and Professional Education.

The Visiting Nurse Association; Mary Gardner's Public Health Nursing.

Public Relief Service of Cook County; Annual Report of Cook County Commissioners.

Opportunities for Volunteers in the County Service; Amelia Sears's and Florence Nesbit's The Charity Visitor.

The Place of the Family Welfare Society in the Community; Carl de Schweinitz's—The Art of Helping People Out-of-Trouble.

The Work of the Juvenile Protective Association; Miriam Van Waters's Youth in Conflict.

Unemployment and Its Effects; Clinch Calkins's Some Folks Won't Work.

The Emergency Relief Program; Paul Douglas's Unemployment and Its Causes.

The Work of the Infant Welfare Society; Children's Bureau publication, The Child from One to Six.

Medical Social Service; Richard C. Cabot's Social Service and the Art of Healing.

The Volunteer Service of the American Red Cross; Red Cross publication, Organized Volunteer Services.

Recreation—An Aid to Mental Health; Douglas H. Thom's Everyday Problems of the Everyday Child.

The Settlement; Jane Addams's Twenty Years at Hull-House.

The Poor Man's Lawyer; John S. Bradway's Law and Social Work.

Volunteer Standards in Social Work; Margaret Byington's What Social Workers Should Know About Their Own Community.

Pulling Together for Social Service; William J. Norton's Cooperative Movement in Social Work.

And finally: "The Survey is recommended to all volunteers as the most readable and most authentic magazine on social service."

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organizations. Their work is supervised by Mildred Buttorf, executive secretary of the League, herself a member of the local chapter of the American Association of Social Workers. By means of a system of report forms, one for the agency and one for the volunteer, there is a continual check-up of the quantity and scope of the work done and of the satisfaction or otherwise of the agency.

In Chicago the demand for volunteers is so great that the Council of Social Agencies has put its four-weeks' training course on a full-time basis, a new class of one hundred entering every month. Mrs. Edward Brown has been added to the staff to manage the enterprise. In Boston where the Volunteer Service Bureau to which the agencies turn for reinforcements is under the wing of the Red Cross Chapter, a special effort is being made to link the churches and the social agencies into closer understanding by means of volunteer service. An evening meeting, broken into four discussion groups, was held recently to thresh out objectives and projects.

Tulsa, Okla., had such a happy experience with volunteers last winter that it asks only for a repetition. "Without them," says Grace E. Cone of the Family Service Society, "we could not have functioned." The Society stations two volunteers at the reception desk, "traffic officers" they call themselves, and assigns certain others to take skeleton first interviews. In Tulsa as elsewhere the volunteer with a car who keeps a regular schedule and never disappoints, is the "angel" of the situation.

The Family Service Society of Akron enlisted three hundred volunteers in two months and kept them so busy and interested that most of them are back this season. A motor service so well organized that fifteen cars were available every day for two-hour periods was entirely a volunteer project. The checking of employment records was another task handled by volunteers and so well organized that the "checker" was often on her way before the client had finished his story.

St. Louis has been fortunate in the emergency to have the well established Board of Religious Organizations to turn to for volunteers. The Board with active units in ten churches and a staff of professional workers, recruits and trains volunteers from the churches and synagogues for work with the community and welfare agencies of the city. It gives courses, supplies speakers for church and club groups, engages in publicity for civic and social projects and with its own activities fills the chinks in the agencies' programs. Last winter it lent its director to the Citizens' Relief Committee to supervise volunteer service in unemployment relief. The St. Louis Provident Association has set up a volunteer department directed by Christine Rodgers which is recruiting and placing volunteers as visitors' aides, clerical assistants and motor-corps workers. The Association had 350 volunteers on duty at one time or another last winter and such is the pressure in the districts that it is hoping this season to rally twice that number.

## Where Hospitals Must Prove Their Case

A GENERAL overhauling of hospital bookkeeping is going on in Washington, D. C., just now as a result of a new policy on the part of the Community Chest toward payments to its member hospitals. A committee of hospital accountants has drawn up a system of accounting which furnishes uniformly classified details of revenue and expense in such form as to yield detailed comparisons of operating results and makes it possible to develop with reasonable accuracy the cost of free and part-pay ward service for which the hospitals are reimbursed by the Chest.

Under the new policy the Chest draws a sharp line between the kinds of service for which it will and will not pay. It undertakes to reimburse member hospitals for service rendered to free and part-pay open-ward patients on the basis of the average cost as figured cumulatively from the beginning of the year. The manner of figuring the cost is set forth in the Manual of Accounting. Where the propriety of rendering service at less than cost is questioned the recommendation of a hospital social worker who meets the standards of the American Association of Hospitals Social Workers is accepted.

The Chest will not make payments for the care of private patients nor to supplement less-than-cost service rendered on contract with industrial concerns or insurance companies, nor will it reimburse hospitals for services rendered to its own personnel. After January 1 it will not reimburse for deficits on patients for whom partial payments are made by welfare authorities in Maryland and Virginia, and after July 1, 1933, it will not reimburse such deficits for patients received from the Board of Public Welfare of the District of Columbia.

The plan follows somewhat that of the Cleveland Community Fund which has had an expert hospital accountant on the job for some ten years, but it has many unique features which as they work out will probably bring about a good many adjustments in hospital financing. It puts the charity status of hospitals squarely on the table and leaves scant ground for community support for the institution that cannot prove its status in its accounts. A statement of the eighteen points which are covered by the plan may be secured from Elwood Street, director of the Community Chest, 222 Investment Building, Washington, D. C.

## Down With Mr. X

IN his advice to the Family Welfare Association of America on the preparation of its radio series, Harold O. Hosea of the National Broadcasting Company put a pin in Mr. X, the ubiquitous hero of so many case stories. "They [the public] want their people called by real names, not dubbed Mrs. C or Harry T. Nobody was ever named that anyway." Mr. Hosea warns that "the public does not like its stories too self-righteous and grows suspicious of case stories if they always have a happy ending."

Because, according to Mr. Hosea, the public is always much more interested in a program which offers something free to the listener the Association has prepared a folder for a radio give-away. It is designed to explain the whys and wherefores of a family agency, all in words of one syllable—well, almost one syllable. The Association, 130 East 22 Street, New York City, will send a copy on request, plus a two-cent stamp.

## Annual Health Reports

IF printed annual reports are desirable public contacts for health departments a lot of departments are missing a bet. At the recent annual meeting of the American Public Health Association in Montreal the sub-committee on Annual Health Department Reports presented some interesting facts on the circulation and cost of these documents. In twenty-five cities with a combined population of more than four and a half million the number of copies printed varied from 10 to 4300, an average of three copies per ten thousand population. East Orange, N. J., with a population of 68,020, published one of the best reports of the year, said the sub-committee, well illustrated and printed, the cost of twelve hundred copies being $283. One of the outstanding mimeographed reports was that of Racine, Wis., which included black line-drawings and two pages of zinc etchings. The total printing cost of 135 copies was $92.45. Expenditures for the annual report in relation to total budgets varied widely but in eighteen cities amounted to one tenth of 1 per cent of the total expenditure. During the coming year this sub-committee will study further the types of statistical tables and charts which may profitably be used in reports.

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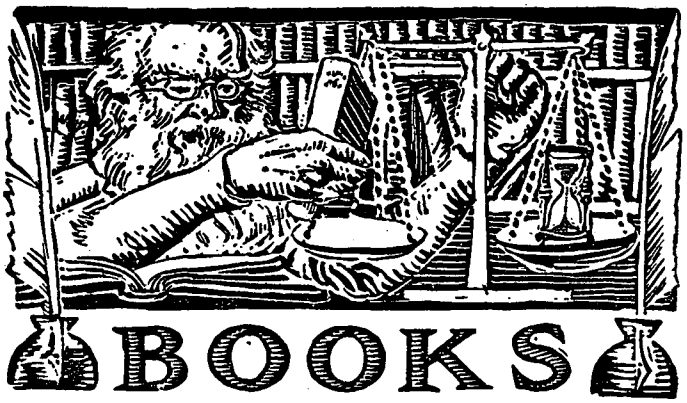


## Ethics and the Day's Work

SOCIAL WORK ETHICS, *by Lula Jean Elliott. A series of studies in the methods, techniques, organization and purposes of social work. American Association of Social Workers. 49 pp. Price $.50 postpaid of The Survey.*

THIS useful little book has three objects: first, to give a sketch of what has happened in the brief evolution of the professional ethics of social work in this country since 1922, an historical sketch excellently done; second, to give a picture of what the American schools of social work are doing, and more especially of what they are *not* doing toward teaching the ethics of social work. In the third and most valuable portion of the book, the opinions of 118 members of the Chicago Chapter of the American Association of Social Workers are tabulated by Miss Elliott as a result of a questionnaire which in itself is of great value because it collects and phrases eighty-seven discussable ethical questions within the field of social work.

In the earlier history of the attempts to work out the ethics of social work we had mostly statements of ideals and of etiquette which in my experience are not of much value either in standardizing or in improving the ethics of any profession. To write a code of ethics has little effect on those who supposedly subscribe to it. The ethics of law and of medicine have testified to this for many years past. On the other hand, the discussion of really difficult ethical decisions as they arise in the daily life of the case worker has, I am convinced by my own experience, a real effect upon the practice of social work.

Any of the chapters of the American Association of Social Workers who wish to have a basis for studying and improving their own ethics, can find in these eighty-seven questions of Miss Elliott's submitted to the Chicago Chapter, problems enough to keep them working for years. An excellent bibliography brings the work to an end and fitly rounds off a very valuable little book which in its modest fifty pages contains a great deal of stimulating and helpful suggestion.

*Cambridge, Mass.* RICHARD C. CABOT

## The Theory Back of Us

THE CONTRIBUTION OF SOCIOLOGY TO SOCIAL WORK, *by Robert M. Maciver. Columbia University Press. 106 pp. Price $2.00 postpaid of The Survey.*

IN less than a hundred pages, Professor Maciver has succeeded in making many new and arresting observations about the nature, relations and development of social work. This short volume contains the complete answer to those social workers who feel that the sociologist has no guidance to offer them. No social worker, writing about his own profession, has yet shown the lucent clarity, the historical perspective, the precision of definition or the inspiring vision of the future which the author manages to compress within the space of five lectures.

Beginning with the familiar thesis that social work, being an art, must rest on a basis of science if it is to avoid empiricism, Professor Maciver passes on to the statement that training in social theory is necessary not only to the practice of social work, but to the formulation of an adequate social philosophy. Of the social worker's creed of social amelioration, he says: "There are doctrines of heredity and of race which discredit it. There are doctrines of natural selection which condemn it as well-meant but harmful meddling. There are doctrines of economic determinism which laugh at it."

Only as social workers understand that their profession itself is a product of social evolution will they be able to answer these varying challenges. "The business of the social worker is to make institutions flexible, to keep them responsive to changing social situations on the one hand and to individual needs on the other. Without his aid social institutions would become our masters instead of our servants."

The chapter least satisfactory to case workers is probably that on The Concept of Individual Maladjustment where, in attempting to better earlier definitions of social case work, the author comes close to restricting that field to dealing with a minimum standard of social well-being. That this was not his intent is amply proved elsewhere, however.

With the increasing participation of the state in the welfare program, Professor Maciver sees only an increased and broadened function for the social worker, provided he can, by improving his training and the skill he has to offer, successfully improve his status and the value of his services in the eyes of the community. JOANNA C. COLCORD

*Russell Sage Foundation*

## Wanted—a New Budget Study

THE COST OF LIVING IN THE UNITED STATES 1914-1930. *National Industrial Conference Board, Inc. 170 pp. Price $3.00 postpaid of The Survey.*

THIS volume continues the series on Cost of Living which the National Industrial Conference Board started in 1927. The Board first began its investigations into living costs in 1918 and has published many reports in addition to the six volumes of this series. In this study the base period is changed from 1914 to 1923 in order to compare changes in cost of living with a proximate post-war year instead of a remote pre-war year which nobody remembers distinctly.

These studies have established themselves as highly useful and trustworthy contributions to the extremely difficult science and art of measuring living costs of workers' families and changes therein. The Board from the beginning has used the retail food prices and weights worked out by the United States Bureau of Labor Statistics. Rents and prices of clothing, fuel and lighting and miscellaneous items are obtained by means of questionnaires. The questionnaire is a very imperfect instrument for extracting reliable information but the reports received by the National Industrial Conference Board record with accuracy the changes in the retail prices of the most important articles purchased by working families. The Board's monthly indexes of cost of living agree closely with the semi-annual cost of living indexes of the United States Bureau of Labor Statistics. This fact is an indication that the questionnaire method as used by the Board gives good results. It also indicates that the quantity weights assigned to the different groups of items in the family budget by the Board may be accepted even though they differ quite some from the weights computed by the Bureau of Labor Statistics.

The workers' family budget compiled by the Board costs less than the Bureau's budget. Whether the Bureau is nearer the average budget than the Board is a matter of dispute, but there can be no dispute about the fact that neither budget represents workers' family consumption today. The Board's cost of living index, like that of the Bureau of Labor Statistics, records changes in the cost of a budget which became obsolete in 1921 and is today probably rather misleading.

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The best corrective for the inaccuracies in the cost of living indexes of the Bureau of Labor Statistics and of the National Industrial Conference Board is a new comprehensive budget study.

ROYAL MEEKER

*New Haven, Conn.*

## Bad Boys

FIFTY-FIVE "BAD" BOYS, *by Samuel W. Hartwell, M.D. Introduction by William Healy, M.D. Knopf. 359 pp. Price $3.50 postpaid of The Survey.*

DOCTOR HARTWELL'S book affords so valuable a presentation of actual technique in his methods of treating the problems of boys that one wishes for a much better analysis, both of his theory and practice, than he has given. The stresses which he gives to many points of technique seem either wrong or unnecessary to the experienced worker. His formulation of "thinking" processes is particularly fraught with danger. The fact remains, however, that these points may be very useful to beginners in the field. It gives, as the author apparently intends it shall, a very clear picture of "the personality of the one administering the treatment" (p. x), though it is not entirely clear why this is especially valuable. That the book is original in the sense in which Doctor Healy uses the term in the preface may be doubted. Certainly many psychiatrists working with children can prove their doubts on this point.

This reviewer thinks the title particularly unfortunate. One chapter of twenty-two pages deals with "pleasures from delinquency." No others have to do with "bad," even in quotation marks. Is it not possible to discuss the problems of childhood adjustment without injecting the note of moral preconceptions, especially where these seem to enter little or not at all into the discussion?

Doctor Hartwell's book, despite these and other criticisms which might be made, is courageous enough to challenge the reader's attention and eventually win his general admiration, whatever the lacks of agreement may be.

LAWSON G. LOWREY, M.D.

*Institute for Child Guidance, New York*

## Travelog of Health

INTERNATIONAL STUDIES: PREVENTION AND TREATMENT OF DISEASE, *by Sir Arthur Newsholme. Williams and Wilkins. In 2 volumes. Vol. I, 245 pp., Vol. II, 250 pp. Price $4.00 per volume postpaid of The Survey.*

AT the request of the Milbank Memorial Fund, Sir Arthur Newsholme, the widely respected ex-medical officer of the Local Government Board of Great Britain, has personally visited thirteen European countries and reported in a most delightful way upon the main objects of his mission which, as stated by Mr. Kingsbury of the Fund, were: "To throw light on the relationship in different countries between the fields of activity of private practicing physicians and of physicians and laymen engaged in public-health work."

The study of the situation in England and Wales, Ireland and Scotland, as well as Sir Arthur's philosophy of the matters at issue are promised in the third volume. We are told furthermore that a major problem in present-day public-health administration is the ascertaining of "the proper sphere of the private physician in the fields of public health." The hope is expressed that there will emerge from this series of studies "further possibilities of action for the public good, not inimical to the real interests of the medical profession."

Physicians in the United States will listen with respect to any philosophy which assumes to provide for that ideal relationship between the public and its doctors, whether of health or of sickness, upon which the perfection of preventive medicine depends. It may be questioned whether conclusions as to the "proper sphere" or the "real interests" of the medical profession in this country can be predicated upon any study of foreign uses of physicians. Variety is the keynote of the vignettes we have of the excellences and defects of this baker's dozen of old-world governments from the near perfection of Denmark to the continuing chaos and frustration of France. And yet the health officer and student in the U. S. A., noting evolution in public health in our own forty-eight experiment stations of civil government and in the innumerable trial grounds of municipal theory and practice, is struck with the fact that laymen, private societies under lay direction, independent endowments, leadership and publicity without medical direction play a negligible part in the health performance of European countries, and realizes that highly responsible, permanent, suitably paid, technically equipped administrative medical officers are in charge of every volunteer and official medical organization.

Such a desirable situation would greatly advance the day of effective public-health work in the United States.

No student of social medicine can afford to be without these volumes.

HAVEN EMERSON, M.D.

## Silent Memories

YEARS OF BUILDING: Memories of a Pioneer in a Special Field of Education, *by Caroline A. Yale. Dial Press. 311 pp. Price $3.50 postpaid of The Survey.*

CAROLINE YALE is a Cornelia. You will find little enough about her own life in her own autobiography, which cries so ingenuously *These are my jewels*—Clarke School for the Deaf, its teachers past and present and the children they have educated. But by the time you reach the last page of Miss Yale's still unfinished life story you will sense the power of her well born, well instructed, well directed and healthy mind.

Because of this fine sincerity and these healthy thought patterns, not only of Miss Yale but also of the School's first principal, Harriet B. Rogers, of Gardiner Greene Hubbard, the founder, and Alexander Graham Bell, a life-long friend, Clarke School has exerted a wide influence. Oral education of the deaf is now the accepted standard. Bell's experiments in phonetics at Clarke School and the interest in English speech that grew out of them flowed over into the unhandicapped world. That world has still to appreciate the great contribution of Miss Yale and her teacher, Miss Worcester, in their development of phonetics for the deaf.

Years of Building states the adherence of Clarke School to the basic principle of rehabilitation of the disabled—to readjust such people so that they can hold their own in competition with the unhandicapped. Can this noble experiment go one step farther and recognize that those who are merely physically defective must be educated side by side with the physically normal and not with the physically deficient? It is no longer necessary to send hard-of-hearing children to schools for the deaf—even Clarke School!

Miss Yale's book of memories will appeal to all who are interested in the special fields of education and the fascinating influences of one upon another, of all upon general education. Readers who love the fine old New England character—upright, faithful, a little provincial—will enjoy its flavor as they journey with Miss Yale through the story of her fruitful life.

ANNETTA W. PECK

*The New York League for the Hard of Hearing*

## A Wide Range on Interviews

INTERVIEWS, INTERVIEWERS AND INTERVIEWING IN SOCIAL CASE WORK. *Family Welfare Association of America. 133 pp. Price $.75 postpaid of The Survey.*

THE Family Welfare Association has done a real service in gathering together in book form this series of articles which have appeared in the pages of The Family during the past eight years. Miss Rich's brief introduction draws the articles together, pointing up the peculiar contribution of each. The range is wide, from Lucy Wright's brilliant, literary treat-

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ment of the worker's attitude written in 1924 so essentially human that its value is for all time, to the more technical papers of Helen Myrick, Pearl Salsberry, Bradley Buell, and others. In the latter group, where the attempt is to develop tools for the analysis of the interviewing process, the understanding of the psychological factors in the process has developed so far in recent years that the articles in all probability no longer represent the best thinking or practice of these writers. For this reason, while the book has value as a historical document and as material to be analyzed critically in case-work classes, it has little value as presenting the point of view and methods in use in interviewing in 1931. Only two articles in the group are as recent as 1929 and a majority date from 1923, 1924 and 1925. Since the editors have not discriminated against recent material, an obvious conclusion may be that case workers are not committing their more recent thinking about the interview to print.

I would differ too with Miss Rich's statement that "we find emerging certain procedures which are so similar as to suggest that here we have something approaching fundamental principles in the art of interviewing." Mr. Lee's fine conception of leadership has little in common with the flattery described in another article used to facilitate a difficult contact. Even in these brief papers, underlying philosophies of human values and human relationships show up, indicating almost as many different approaches as there are papers.

This collection should stimulate more studies of the interview which, published as a sequel, would achieve greater unity and carry the conviction of the writers' present points of view.

VIRGINIA P. ROBINSON
*Pennsylvania School of Social and Health Work*

## Laws, Crimes, Criminals

BATTLING THE CRIME WAVE, *by Harry Elmer Barnes. Stratford Co. 245 pp. Price $2.00 postpaid of The Survey.*

CONFLICTING PENAL THEORIES IN STATUTORY CRIMINAL LAW, *by Mabel A. Elliott. University of Chicago Press. 274 pp. Price $4.00 postpaid of The Survey.*

THE CRIMINAL, THE JUDGE AND THE PUBLIC, *by Franz Alexander and Hugo Staub, translated from the German by Gregory Zilboorg. Macmillan. 238 pp. Price $2.50 postpaid of The Survey.*

IN the introduction to Battling the Crime Wave, Mr. Barnes states quite clearly the nature of the book. It "is exclusively an exercise in the humanizing of knowledge and popular education." "No claim is made for any originality of any kind." Mr. Barnes goes on to say that most of the material in the volume grew out of his editorial comment for the Scripps-Howard papers. All the great newspapers of the country should employ men like Mr. Barnes who know something about the crime problem to comment editorially on it. He has a breezy style and the book ought to reach a wide audience. It is not necessary to single out particular points of view for comment. Mr. Barnes has selected the good things from the programs of the various groups who are working in the broad field of criminology and restated them in his own way. One thing which does need to be said to those interested in humanizing knowledge: in a democracy ideas get enacted into laws rather easily; the difficulty is to create machinery to carry them out. Most of the things Mr. Barnes advocates could be done under existing statutory law if our public agencies were one half as efficient as the average private business corporation.

DR. ELLIOTT'S goal in writing Conflicting Theories in Statutory Criminal Law is of a different sort. She is interested in finding out to what extent the positivist viewpoint of making the penalty fit the criminal is supplanting in the statutory law of the United States the classical view of basing the penalty on the crime. She studied the laws which were enacted from 1900 to 1927 in thirteen representative states. At the outset the conflicting theories of the classical and the positive school are presented as a background for what is to follow. She then reviews the legislation of the thirteen states under nine categories: laws relating to juvenile courts, extension of the juvenile court idea to adults; indeterminate sentence and parole, adult probation, women police, treatment of the criminal insane, habitual criminal acts, increased penalties for specific acts and capital punishment, ending with a general summary. Incidentally she points out that the New York fourth-offender act, commonly spoken of as the Baumes Law, is not something new under the sun but a copy of a provision in the West Virginia code of 1860, which had been copied in turn from the Virginia code of 1849 and antedated by a Massachusetts law of 1817.

On the whole, students will find in this book a helpful picture of legislative trends with respect to the treatment of convicted offenders. But it should be emphasized that this is not also a study of the practice in those thirteen states. As a matter of fact, we know that the practice is woefully behind what these new laws call for. This failure to correlate law and practice, due to a limited objective which the author clearly states, lessens the value of the book to the general reader. On page 121, for example, attention is called to the fact that Pennsylvania in 1923 fixed the minimum limit in its indeterminate sentence law at not more than one half the maximum. Dr. Elliott seems to feel that this was a move toward greater severity. As a matter of fact, this change was made to prevent judges from making the minimum but little less than the maximum. Another sin of omission, according to the reviewer, is the failure to give to the reader an adequate picture of the statutory situation in the thirteen states at the beginning of the period which she studied, and to contrast the new legislation step by step with the old. Her final conclusion in regard to the shift is that not one of the thirteen states studied has completely abrogated the classical point of view. A manifestation for this, she notes, is the enactment of drastic penalties for specific types of crime.

FRANZ ALEXANDER and Hugo Staub, the former a visiting professor of psychoanalysis at American universities and the latter a lawyer in Berlin, give us a psychoanalytical interpretation of the criminal and suggest some changes which in the light of their argument should be made in criminal procedure and in the treatment of convicted offenders. The authors delimit four classes of criminals, the neurotics, the normal, those who have turned to crime as the result of some pathological process of an organic nature, and the acute or as we would say, the occasional offender. The book considers mainly the neurotics of which there are many types and the so-called acute offenders, since these are of course the ones to whom the methods of psychoanalysis best apply.

To one who does not swallow all the theories of the psychoanalysts some of their explanations of criminal behavior will seem a little far-fetched. It is somewhat hard to believe that unconsciously all little boys want to kill their fathers and make incestuous love to their mothers. Neither does it seem credible that all children are naturally criminals whom education alone converts into orderly citizens. It is stretching Lombroso's theory of the born criminal too far. He, it will be remembered, did not assume that everybody was born a criminal, but only a few. Evidently the psychoanalysts do not believe that babies come direct from heaven.

Another thing that is quite apparent in the case histories is the search in the life histories of criminals for facts which will bear out the authors' preconceived notion of what must have forced these people into crime. This is not scientific procedure but a relapse to the discredited method of those who first write out the explanation and then find facts to prove it, disregarding other facts which would lead almost

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anywhere. Nevertheless I would not disparage the book. Psychoanalysis is one of several approaches to the understanding of crime which should certainly be fully explored. The authors make clear why punishment in the case of neurotics is futile and often an aggravation of the malady from which the criminal suffers. They explain why a criminal often cannot tell why he committed the crime by reference to the unconscious and the part that it plays in the determination of behavior. They think that judges should have psychoanalytical training (Tammany Hall, please note this) and that the present legal theory of responsibility for crime be dropped.

The authors are not overly optimistic about the early adoption of their plan for dealing with criminals. Only when the community, they say, is ready to give up its demand for expiation, retaliation and compensation for inhibited sadism will a rational and scientifically sound treatment of the offender be possible.

A word of praise should be given to the translator, Dr. Zilboorg. To turn scientific German into well phrased English takes talent and hard work.

*Swarthmore, Pa.* LOUIS N. ROBINSON

## Child Growth

GROWTH IN PRIVATE-SCHOOL CHILDREN, *by Horace Gray and J. G. Ayres. University of Chicago Press. 300 pp. Price $3.50 postpaid of The Survey.*

THE authors undertook this study under the auspices of the Institute for Juvenile Research in Chicago. Their aim was to obtain facts concerning averages at each age, variations at each age as found in normals, differences between their children and those reported by others, differences in racial states, economic levels, types of build and abnormal degrees of fatness and thinness. The data were taken chiefly from ten private schools, one in New York City, two in Massachusetts, and six in or near Chicago. Both sexes were included, although there were more boys than girls, and the ages ranged from 1 to 19 years. The children were all from good environments and superior socio-economic levels.

The authors simply present the facts as they found them. The study was anthropological. The approved measurements and statistical methods were used, and a medical appraisal of each child made. Only 6 per cent of the subjects were found definitely abnormal and therefore were not included. The book is written in the language of the anthropometrist and statistician, with many technical details and graphs so that it will probably be more or less unintelligible to readers not familiar with these subjects. The authors wisely refrain from drawing many conclusions, although interesting observations are scattered through the book. For instance, they found that stature tends to be greater in children from mixed stocks rather than those whose four grandparents were born in the United States. They found that their Jewish children did not conform to the common conception that Jews as a race are physically small.

Such a study is an important contribution to the subject of the growth and development of children. Many previous similar studies have not considered sufficiently racial stocks, body build and economic levels, so that figures drawn from miscellaneous groups of public-school children may be misleading if used in relation to private-school children.

The last chapter is devoted to the results of mental tests. The authors stress the fallibility of intelligence quotients when used alone as evidence of intellectual capacity. They think that the tendency will inevitably be toward more complicated psychological and psychiatric measurements, particularly when these measurements are to be used as guide in deciding the acceptability of pupils to a school.

*New York City* LUCY PORTER SUTTON, M.D.

BACON AND BEANS AND LIMOUSINES
(*Continued from page* 185)

so they can't eat. Is Japan's and China's trouble more to us than our breadlines?

We got more wheat, more corn, more food, more cotton, more money in the banks, more everything in the world than any nation that ever lived ever had, yet we are starving to death. We are the first nation in the history of the world to go to the poorhouse in an automobile. Our potter's fields are surrounded with granaries full of grain.

Now if there ain't something cock-eyed in an arrangement like that then this microphone in front of me is a mouse-trap.

It's simply a case of getting it fixed. All the feed is going into one manger and the stock on the other side ain't getting any of it. But we are better off than all these other nations that are hard up. They haven't got all this. We got it, but we don't know how to split it up.

I guess we'll get it fixed, for everybody is aroused and thinking on it. We've been so busy in the last few years getting radios and bathtubs and facial cream and straight eights that we forgot to see if we had any bacon and beans.

Now a miracle can't happen and all these people get a bath overnight. It's going to take time, so they must be fed and cared for, perhaps all winter. Every one of us that have anything got it by the aid of these very people. There is not an unemployed man in the country that hasn't contributed to the wealth of every millionaire in America. The working classes didn't bring this on, it was the big boys that thought the financial drunk was going to last forever and overbought, overmerged and overcapitalized.

NOW the people are not asking for money, they are asking for a job, but there is no job. Towns and cities can't say they haven't got the money, for the same amount of money is in the country as when these folks had their share. Somebody got it. Last winter we didn't realize the need, but this winter we got no excuse, it's been shown to us all summer.

I have said for the last two years that things would pick up in '32. Why? Why, because it's an election year, and the Republicans always see to it that things look good on election years. They give us three bad years and one good one, but the good one is the voting year. Elections are always just a year too late for the Democrats.

Now don't wait for the government to feed these people. The taxpayer is now feeding about one fourth of the people who are not doing anything much for him. I'll bet you that every town and city comes through. I have seen lots of audiences and heard lots of appeals, but I have yet to see one where the people knew the need, and the cause was there, that they didn't come through. Even Europe, who hates us and thinks we are arrogant, bad-mannered and everything else, but they will tell you that we are liberal.

Dog-gone it; our folks are liberal. I don't know anything about "America being fundamentally sound" and all that after-dinner hooey, but I do know that America is "fundamentally generous."

I want to thank Mr. Gifford and Mr. Young, and especially Mr. Hoover, for the honor of being allowed to appear on the same program with him. There is not an unemployed man in America tonight that has worried as much, or taken this situation to heart as much as our president. I know that he would rather see the problem of unemployment solved than all the other problems put together. He has had a long, tough, hard pull; and for every town and city to get right out and raise their funds would make him mighty happy, and happiness hasn't been a diet with him, and he is a very human man.

I thank you. Good night.

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# COMMUNICATIONS

## Why Southerners Dread the Cold

TO THE EDITOR: Can't you people "up North" keep your snow birds up where the snow flies? We folks down here are dreading the news of the first cold snap. We have more than our share of folks who come to Florida with nothing but an old car and an abiding hope that climate will make up for all other deficiencies. This winter we know there will be more, the vanguard is even now approaching. The Survey has been doing its part to get at the bottom of this unemployment problem, which influences this snow bird hegira. I only wish chambers of commerce and favorite sons would try a little truth-telling.

EMETH TUTTLE COCHRAN

*Family Welfare Association, Daytona Beach, Fla.*

## Should Social Workers Strike?

TO THE EDITOR: In his foreword to Case Studies of Unemployment,[1] Mr. Kellogg posits as the theoretical strategy of this piece of social research the attempt to "carry forward that long tradition of awareness and proposal which began half a century ago at Toynbee Hall." I ask: whom are you trying to make aware? Are the workers unaware that their continuity of employment, their economic security was being steadily undermined even during the "prosperous" years of 1927-29? Were the employers unaware of the plain facts shown in their payrolls? Who was unaware? The great middle-class public, perhaps, the members of which own securities and profit—intermittently—from the chaos of our exploitative society. I concede that the book would help in that respect. But is there any warrant for supposing that this public, however acutely aware it may be made, will act either politically or economically against its own class interests?

On the basis of their own case study, the settlement workers put forward unemployment insurance. In urging this proposal they are by and large echoing the proposals of the more far-sighted employers such as Gerard Swope, who see in unemployment insurance a device for stabilizing the exploitative system sufficiently so that it will not collapse from internal conflicts. I ask: are not these employers of labor—our philanthropic industrialists and bankers—are they not also employers of the social workers? Bound by the cash nexus of philanthropic subsidy, can the social worker do more than echo such ultimately futile palliations and temporizations? If he does more—if he challenges the existing basis of ownership and contract—is he not in effect sabotaging the interests of his employers?

England under MacDonald maintained unemployment insurance as a temporization, an evasion of the patent functional necessity for the nationalization of essential industries. Is that necessity more or less acute today after twelve post-war years of muddling through? Do not we in America face a similar functional necessity in coal, in oil, in power, in communications? If social workers are "scientific," as some of them claim to be, why don't they at least accompany such palliative proposals as unemployment insurance with a forthright espousal of the fundamental socialization without which no complex industrial society can function in terms of human decency and equity? If, because of the cash nexus already mentioned, social workers can't afford to be scientific, where do they get off intellectually? Or rather, why don't they get off? Why don't they strike against their employers, or go over to the enemy—the emerging formation of workers, farmers, engineers—people who do things instead of own things? Daniel Willard has said that he would steal or take by force rather than starve or see his family starve. I gather from press reports that at various points on the map, the workers have been listening to Mr. Willard and other reds. I am personally skeptical of the ultimate effectiveness of violence as an instrument of social change; I also doubt that violence is avoidable. I do think that the organized *threat* of violence—whether Lenin's or Gandhi's variety—backed by a real accumulation of economic, and not less important, ideologic power, is worth any amount of "awareness" and "proposal." Is not such an accumulation of power necessary in order to bring about the profound transformations required to functionalize a modern industrial civilization? If it is necessary, are social workers aiding in this accumulation of power? Or are they —except for occasional creditable pieces of sabotage—both cash bound and class bound?

I think many social workers have done many admirable things. I am merely an advertising man asking questions—an advertising man practicing diligently under the slogan, "the less advertising the better." I do not claim that under present conditions, my trade is either socially or intellectually respectable. I feel my own chains—and clank them. Mr. Kellogg has stirred in me the wistful hope that maybe social workers really are free. If so, tell me. If not, let's hear a few clanks.

*Westport, Conn.* JAMES RORTY

[1] CASE STUDIES OF UNEMPLOYMENT: *Compiled by the Unemployment Committee of the National Federation of Settlements, with an introduction by Helen Hall. Edited by Marion Elderton. University of Pennsylvania Press. Price $3 postpaid of The Survey.*

## Magnificently Stupid

TO THE EDITOR: I have just read that magnificent saga of the stupid, We Pay for the Smiths. As a revelation of the cost of stupidity, I know of nothing to equal it. I am now completing a forthcoming book, A Short Introduction to the History of Human Stupidity, to be published by Simon & Schuster. May I have your permission to reprint, slightly edited and recast, some twelve hundred words of your article? The Survey and the authors will have full credit, of course. My book will include several other references to significant points made in The Survey. About these I shall write you a little later.

WALTER B. PITKIN

*New York City*

## We All Have Our Smiths

TO THE EDITOR: The Smiths [see We Pay for the Smiths, page 508, Survey Graphic, September 1931] present the sort of problem which is present with us all and for which we are far from finding a solution and I quite agree that "an analysis of the emotional relationship between worker and client" and "new methods of recording" seem somewhat remote to the treatment of such problems. But I am not so sure that new techniques of relief-giving, while they certainly would not solve such problems, might not at least contribute to a better handling of them. From a case work point of view there is

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a suggestion of a form of treatment which might have been tried with this family and which might possibly have yielded better results, namely, complete change of environment for the children at a very early age. How much a better environment could have overcome the handicaps in the inheritances of these children, I leave it to the students of psychology to determine! Some research on the subsequent development of children with backgrounds similar to that of the Smith family, who have been separated from their families and brought up in foster homes or institutions, might throw interesting light on this subject.

ELINOR BLACKMAN
*Jewish Social Service Association, New York*

## California Stands Corrected

TO THE EDITOR: I was rather amazed at the editorial statement in The Survey, of September 15, that "it is believed that Dr. Adelaide Brown [of the California State Board of Health] is the only woman ever to have served as a member of a state board of health." Knowing in general the practice in Delaware, I asked Dr. A. C. Jost, executive secretary of the Delaware State Board of Health, for the facts. He has been good enough to supply me with the following statement:

The State Board of Health as at present constituted was appointed under the authorization of Chapter 57 of the Laws of Delaware 1923. This law directs that three of the members of the commission then formed should be women and four should be physicians. The organization, then called the State Health and Welfare Commission, is the direct antecedent of the present State Board of Health, the name being changed by Chapter 69 of the Laws of Delaware 1925.

Under the authority of the 1923 legislation, Mrs. Margaret Huston of Seaford was appointed for a term of two years, Mrs. Julia Ashbrook (now Mrs. F. G. Tallman) for a term of three years, Mrs. Charles Warner for a term of four years from July 1, 1923. Dr. Margaret Handy was also appointed, but not as one of the women to be appointed compulsorily under the law. She was appointed as one of the physicians, that physician who must be a resident of the City of Wilmington. With the exception of Mrs. Huston, who resigned, I believe, about the end of 1926, the Board has remained unchanged from that time until in 1928 Mrs. Arthur Brewington of Delmar was appointed. All of these are now members of our State Board.

Apparently Delaware, in this respect as in many others, is way ahead of the other forty-seven states, which may recall to your mind something about "precious goods in small packages."

RUSSELL RAMSEY
*Director, Taxpayers Research League of Delaware*

## Modern Buildings for New Schools

TO THE EDITOR: In your September 1 number Mr. W. B. Curry leaves the impression that there has been no science of school-building until the last five or six years. In this he is absolutely incorrect. For example, some parts of the Oak Lane Country Day School, built before he went there, were worked out on scientific lines based on careful experiment, and this has been true of many other schools in different parts of the country.

Also the pictured buildings in his article, as far as one can judge by such incomplete evidence, seem to violate some of the most fundamental scientific laws concerning conditions for school work.

I speak with some positiveness in regard to this for I have been a student of school architecture myself for over twenty years, and have been the architect's consultant on many important schools in various parts of the country. The architecture of such schools may not be "modern" art, but the schools were built from the inside out, and conform to the best knowledge of what conditions for pupils should be. If the needs of a school when met inside its building result in a so-called "modern" exterior, well and good, but there is no more reason to assume this than there is to assume that the exterior will fall within any other particular type of architecture.

The important thing is that those planning a school building shall know what the school's needs are, shall have a sound and inclusive knowledge of the science of school-building, and shall therefore realize that the interior must be planned first, the exterior conforming to its demands.

EUGENE RANDOLPH SMITH
*Headmaster, Beaver Country Day School, Chestnut Hill, Mass.*

TO THE EDITOR: It would no doubt be impious to suggest that Mr. Smith is without good reasons for the views he advances, but it is surprising that so eminent an exponent of progressive education should expect us to accept his views *ex cathedra*, especially in view of the somewhat disingenuous references to the early buildings of the Oak Lane Country Day School and the "important schools" he has helped to plan. To speak with "some positiveness" on subjects which one has studied for "over twenty years" is no doubt impressive; but the feet of even such have been known to stray into the paths of error.

Unrepentant therefore, even though "absolutely incorrect," I continue to believe that modern architecture, being necessarily more flexible than any of the traditional forms, is less confining to the imagination and affords more opportunity for designing "from the inside out." That such buildings as those illustrated in my article also give me more aesthetic pleasure than do most school buildings, is, perhaps, too subjective a matter for argument, but I think it is not unrelated to my apprehension of their greater functional efficiency, since the sense for style, as Whitehead has said, is "an aesthetic sense, based on admiration for the direct attainment of a foreseen end, simply and without waste."

WILLIAM B. CURRY
*Dartington Hall, Totnes, Devon*

## Children Still Work

TO THE EDITOR: "Are you sure that all these children have jobs?" Mrs. Springer heard people near her ask during my address on elimination of child labor as a solution for unemployment at the Minneapolis Conference of Social Work. As this question unfortunately failed to reach the floor, I shall appreciate the opportunity of answering through the columns of The Survey.

I spoke of a recent estimate by Mr. Carr, of the National Education Association, that there were 2,120,000 children from 5 to 17 years of age inclusive out of school because at work, and Miss Abbott's estimate that if a 16-year age limit for leaving school were generally enforced 750,000 jobs would be provided for adults. I pointed out, however, that available state labor reports for 1930 showed reduction in the number of work permits issued to children between 14 and 15 years of age, but that these reductions were an index of acute depression rather than of a trend in juvenile employment, and were likely to be wiped out once industry picks up again, unless measures were taken to make them permanent.

Since the Minneapolis meeting the Children's Bureau has issued figures showing that in 23 states and 40 cities of other states, 103,000 new work permits were issued during 1930 as compared with 137,000 in 1929. That means that children are real competitors of adults even now, and we may look for a sharp up-swing in the curve of juvenile employment as soon as business conditions are better unless we make vigorous moves to keep in school children who should be there and to see that the school is giving them the training which they need.

COURTENAY DINWIDDIE
*General Secretary, National Child Labor Committee*

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# DIRECTORY OF SOCIAL AGENCIES

## Child Welfare

**ASSOCIATED GUIDANCE BUREAU, INC.**—One East Fifty-Third Street, New York. Telephone: Plaza 9512. A non-sectarian non-philanthropic child guidance bureau, employing highest social work standards. Work includes consultation and home service with behavior maladjustments of children, adolescents, and young adults. For information address Jess Perlman, Director.

**BIG BROTHER AND BIG SISTER FEDERATION, INC.**—425 Fourth Avenue, New York, and 400 North Michigan Avenue, Chicago. A league of eleemosynary organizations of Catholics, Jews and Protestants in United States and Canada rendering personal, individual and intensive service to children in preventing delinquency. George MacDonald, President, Rowland C. Sheldon and Herbert D. Williams, Ph.D., Executives.

**CHILD WELFARE LEAGUE OF AMERICA**—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

**NATIONAL CHILD LABOR COMMITTEE**—Courtenay Dinwiddie, General Secretary, 331 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthly publication, "The American Child."

## Foundation

**RUSSELL SAGE FOUNDATION**—For the Improvement of Living Conditions—John M. Glenn, dir.; 130 E. 22nd St., New York. Departments: Charity Organization. Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

## Home Economics

**AMERICAN HOME ECONOMICS ASSOCIATION**—Alice L. Edwards, executive secretary, 620 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics; office of editor, 620 Mills Bldg., Washington, D. C.; of business manager, 101 East 20th St., Baltimore, Md.


**?**

**Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?**


## Health

**AMERICAN BIRTH CONTROL LEAGUE INC.**—Mrs. F. Robertson Jones, President, 152 Madison Ave., New York City. Purpose: To teach the need for birth control to prevent destitution, disease and social deterioration; to amend laws adverse to birth control; to render safe, reliable contraceptive information accessible to all married persons. Annual membership, $2.00 to $500.00. Birth Control Review (monthly), $2.00 per year, voluntary contribution.

**AMERICAN SOCIAL HYGIENE ASSOCIATION**—450 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education, to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

**THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.**—Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 450 Seventh Avenue, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $1.00 a year.

**NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING**—450 Seventh Avenue, New York, N. Y. Katharine Tucker, R.N., General Director. Organized to promote public health nursing, establish standards, offer field advisory service, collect statistics and information on current practices. Official monthly magazine: *Public Health Nursing.*

**NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS**—Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway, Associate Director; B. Franklin Rover, M.D., Medical Director; Eleanor P. Brown, Secretary, 450 Seventh Avenue, New York. Studies scientific advances in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, lantern slides, lectures, charts and co-operation in sight-saving projects available on request.

**NATIONAL TUBERCULOSIS ASSOCIATION**—450 Seventh Ave., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

## National Conference

**NATIONAL CONFERENCE OF SOCIAL WORK**—C. M. Bookman, president, Cincinnati; Howard R. Knight, secretary, 82 N. High Street, Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-ninth annual convention of the Conference will be held in Philadelphia, May 15-21, 1932. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

## Racial Adjustment

**NATIONAL URBAN LEAGUE**—For social service among Negroes. L. Hollingsworth Wood, pres.; Eugene Kinckle Jones, exec. sec'y; 1133 Broadway, New York. Establishes committees of white and colored people to work out community problems. Trains Negro social workers. Publishes "Opportunity"—a "journal of Negro life."

## Religious Organizations

**GIRL'S FRIENDLY SOCIETY OF THE U. S. A.**—386 Fourth Avenue, New York City. A national organization for all girls, sponsored by the Episcopal Church. Provides opportunities for character growth and friendship through a program adapted to local needs. Membership 46,000.

**NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS**—Mrs. Robert E. Speer, president; Miss Anna V. Rice, general secretary; Miss Emma Hirth, associate secretary; 600 Lexington Avenue, New York City. This organization maintains a staff of secretaries for advisory service in relation to the work of 1,288 local Y.W.C.A's in the United States with industrial, business, student, foreign born, Indian, colored and younger girls. It has 85 American secretaries at work in 39 centers in 15 countries in the Orient, Latin America and Europe.

**NATIONAL COUNCIL OF JEWISH WOMEN**—625 Madison Avenue, New York City. Mrs. Joseph E. Friend, President; Mrs. Estelle M. Sternberger, Executive Secretary.

Fields of Activity: Civics and Community Cooperation, Education, Extension and Field Service, Farm and Rural Work, Junior Auxiliaries, Legislation, Peace, Religion and Religious Education, Service for Foreign Born, Social Service, Work for Blind and Sight Conservation, Deaf and Hard of Hearing, Vocational Guidance and Employment.

Official Publication: The Jewish Woman.

**THE NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES**—347 Madison Avenue, New York City. Composed of 360 business and professional men representing 1,500 local Associations. Maintains a staff of 120 secretaries serving in the United States and 150 secretaries at work in 32 foreign countries. Francis S. Harmon, President; Adrian Lyon, Chairman General Board; Fred W. Ramsey, General Secretary.

William E. Speers, Chairman Home Division. William B. Foster, Chairman Personnel Division. Thomas W. Graham, Chairman Student Division. Wilfred W. Fry, Chairman Foreign Committee.


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# DIRECTORY OF SOCIAL AGENCIES

### Women's Trade Union

**NATIONAL WOMEN'S TRADE UNION LEAGUE OF AMERICA** — Mrs. Raymond Robins, honorary president; Miss Rose Schneiderman, president; Miss Elisabeth Christman, secretary-treasurer; Machinists Bldg., 9th and Mt. Vernon Place, N. W., Washington, D. C. Stands for self-government in the work shop through trade union organization; and for the enactment of industrial legislation. Official publication, Life and Labor Bulletin. Information given.

### Recreation

**NATIONAL RECREATION ASSOCIATION**— 315 Fourth Ave., New York City. Joseph Lee, president; H. S. Braucher, secretary. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation. Playgrounds, community centers, swimming pools, athletics, music, drama, camping, home play, are all means to this end.

### *Pamphlets and Periodicals*

**Inexpensive literature which, however, important, does not warrant costly advertising, may be advertised to advantage in the Pamphlets and Periodicals column of Survey Graphic and Midmonthly.**

**RATES:—75c a line (actual) for four insertions.**

# GOSSIP

## New Twist for an Old Tale

THE client and her small son came to to the A. I. C. P. office with a card apparently addressed to Miss Smith, the nurse. "Sorry," said the reception clerk, "Miss Smith isn't in just now." "My mother don't want to see Miss Smith," spoke up the small boy, "she wants to see a lady." A case worker qualified.

THE LIBRARY of the Training School for Jewish Social Work has been enriched by the bequest by the late Lee K. Frankel of his collection of more than one thousand volumes on sociology, public health and the problems of Judaism, many of them rare and valuable. Dr. Frankel helped organize the School and was always its firm friend.

BETTER TIMES, the adopted child of the New York Welfare Council, has been all dressed up by its foster parents in new type and format. A weekly bulletin of New York news and a quarterly magazine of general social work interest are published.

THE Salvation Army has transferred Brigadier Donald McMillan from Jacksonville, Fla., where he directed the Army's work in Florida and Georgia, to Buffalo, N. Y., in charge of the Western New York Division. Maj. Charles A. Frew, formerly of Covington, Ky., is now divisional commander in Portland, Me. Ensign William Malpas, who was financial secretary of the North and South Carolina Division, now directs the Army's work in Salem, Mass.

HONOR and glory and not cash will be awarded this year by the Social Work Publicity Council for the outstanding professional achievements of its members. The Council has for several years conducted contests in various forms of publicity with the winning material displayed at the National Conference of Social Work and later assembled as a traveling exhibit for local councils. The contests this season will not be contests in the usual sense. Instead, awards will be made for notably good material of any kind as it comes to the attention of the national office at 130 East 22 Street, New York. Thus a good annual report, a good case story, a good newspaper release or photograph may be singled out for distinction without formal rules or conditions of entry having been laid down. The committee in charge includes Emily Sims Marconnier of the National Consumers' League, Katherine Z. W. Whipple of the New York Tuberculosis and Health Association and Evelyn K. Davis of the National Organization for Public Health Nursing.

## Church Publicity

AL CAPONE is more picturesque than the average minister and that is why he gets space in the newspapers and ministers do not. In spite of this laconic statement from newspaper men called in to tell what was the matter with church publicity, the Religious Publicity Council, representing a large number of Protestant churches, at its recent session in New York firmly condemned "sensational means of procuring publicity for churches." The Council will offer next year a correspondence course of ten lessons designed to impart the gentle art of preparing news stories, pamphlets and summaries of sermons. The Rev. Charles K. Fegley of Phillipsburg, N. J., is preparing the course. Herbert D. Rugg is chairman of the Council's Committee on Radio and the Rev. Harry S. Meyers of its committee on motion pictures. William W. Reid, publicity secretary of the Methodist Episcopal Board of Foreign Missions, is chairman of the Council.

THE Child Welfare League of America is making an exhaustive study of the child-caring organizations, chiefly institutions of the Presbyterian Church. Howard W. Hopkirk is doing the field work which stretches from Maine to California. Mr. Hopkirk in his off time is working with Catherine Sanders on a study, also under the wing of the League, of children's work in Wilkes-Barre, Pa.

NOT only public-health nurses themselves but all others who value the social standards for which the profession works are urged to stand up to be counted in the special membership campaign which the National Organization for Public Health Nursing is carrying on. Mary Sewall Gardner, chairman of the National Membership Committee, announces as endorsing sponsors of the campaign Grace Abbott, Jane Addams, Dorothy Canfield Fisher, Howard W. Odum, Belle Sherwin, Dr. Ray Lyman Wilbur and Arthur H. Young, not to mention our own Paul U. Kellogg. The Association's address is 450 Seventh Avenue, New York City.

RUTH BAKER has succeeded Margaret Lane DeWitt as supervisor of case work of the Charity Organization Society, Yonkers, N. Y.

A. E. JACOBS, R.N., formerly with the Community Health Service of Boston, is now supervisor of the District Nursing Association of Portsmouth, N. H.

WILLIAM PINSKER, who was with the Jewish Educational Alliance in Savannah, is now executive director of the Y.M. and Y.W.H.A. Community Center in Brockton, Mass.

THE Connecticut State Commission on Child Welfare has chosen Raymond G. Fuller of New York as its executive secretary. Since 1927 Mr. Fuller has been research director of the Committee on Mental Hygiene of the New York State


## ADMINISTRATOR'S GUIDE

### ENGRAVING

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Charities Aid Association. For five years he was with the National Child Labor Committee and later served as executive director of the Helen S. Trounstine Foundation, Cincinnati. He was associated with the work of child-welfare commissions in Kentucky, Tennessee and West Virginia. The Connecticut Commission was created by the last General Assembly to report in 1933. John M. Wadhams of Torrington is chairman and Mrs. Herbert F. Fisher of Hartford secretary.

EDWIN J. COOLEY, formerly of New York, is now a member of the faculty of the Department of Sociology of Notre Dame University. He is also assisting in the development of the Training School for Probation, Parole and Institution Executives.

IN THESE parlous times with job insecurity afflicting a good part of the human race a safe and sound berth with Uncle Sam has its points. The United States Civil Service Commission announces an open competitive examination for appointments as school social worker (visiting teacher) in the Indian Service at a beginning salary of $2300. Applications will be received up to December 30. Full information about the jobs and their requirements may be secured from the commission in Washington. Be sure that inquiries state the exact name of the examination as given above.

Budget up,
Income down,
You call that news
In this man's town?
S. A. G., Chicago

TWO SPOTS on the social-work map seem untouched, praises be, by the depression. The New York School of Social Work and the Pennsylvania School of Social and Health Work both report the largest registration of students in their history. The New York School has 709 students, 25 per cent more than at this time last year and considerably more than the whole year's registration only five years ago. At the Pennsylvania School the enrollment touched one hundred as the entering class of social-work students began their "orientation" period prior to the formal opening. A new class of twenty graduate nurses entered the public-health nursing department. Sixteen states are represented in the student body of the Pennsylvania School, and thirty colleges and universities.

A PROMINENT social worker who had just returned from her vacation asked a business man what he thought of business conditions. He said, "Do you remember that story in The Survey two years ago about the town the automobile ran over?" She said, "Why yes, certainly." He said, "Well that automobile backed up."

NEW YORK social work is yielding up some of its headliners to the service of the State Temporary Relief Commission which has on its doorstep the monumental task of setting up the plan and of actually distributing the state's twenty million dollar relief fund. Harry Hopkins has been drafted from the New York Tuberculosis and Health Association as executive director of the Commission, and Douglas P. Falconer from the Buffalo Children's Aid Society as his assistant.

MAYOR CERMAK of Chicago has appointed Elizabeth Conkey as commissioner of the municipal Department of Public Welfare. The responsibilities of the office are more promotional than financial as most of Chicago's public welfare work is done through the Cook County officials.

CINCINNATI is finding it necessary this winter to split up the responsibilities of its welfare officers. Philip J. Trounstine has been appointed assistant commissioner in charge of employment and Mrs. Henry C. Yeiser, Jr., assistant commissioner in charge of food relief and restaurant service.

## !!!—and a Tiger

FROM The Survey's subscription department come three loud cheers for Prof. Read Bain and his bright boys and girls in the Sociology Department of Miami University, Oxford, O. Not for years has The Survey received so large a single order for student subscriptions as came from Miami. To make it really handsome Mr. Bain added this heart-warmer: "Over 50 per cent of one of my freshman classes signed up and about 40 per cent of the other. Practically all of the students who subscribed last year and who are again in my classes renewed their subscriptions. I have never had a student say it wasn't one of the best three-and-a-halfs he had spent."

NOT YET two years old that sturdy youngster the American Association of Public Welfare Officials has put itself on the map at Washington, D. C., with offices at 1800 E Street and a staff headed by Frank Bain, commissioner of Public Welfare of Virginia. Associated with him are LeRoy A. Halbert of Rhode Island, Alice W. Stenholm of the Wisconsin Board of Control, Marietta Stevenson of the Children's Bureau and A. W. Boehringer. The Association has its winter's work cut out for it in assembling and interpreting data for the President's Organization for Unemployment Relief.

MRS. JOHN W. BLODGETT of Grand Rapids died suddenly at her New York hotel on October 13 just before she was to leave for a board meeting of the National Organization for Public Health Nursing for which she had come to the city. Mrs. Blodgett was also a director of the National Committee on Mental Hygiene and of the Child Study Association of America, and was a generous contributor to their work as well as to Vassar College and other educational institutions. Her gift of $550,000 in 1925 erected the building for Vassar's Division of Euthenics. In Grand Rapids she was particularly active in child-welfare and public-health work.

FOR THE new commissioner of immigration at Ellis Island President Hoover reached into the center of New York social work and drew out one of its able practitioners. Edward Corsi, born in Italy, reared and educated in New York, was trained for the bar but turned instead to social work. As director of Harlem House he has for years worked and played, eaten and slept, in the center of an immigrant neighborhood. The racial melange of Ellis Island will be no novelty to him for he has as neighbors people of twenty-seven nationalities. Mr. Corsi is a director of the Council on Adult Education for the Foreign-born and of the East Harlem Health Center and a lecturer on immigrant backgrounds at New York University. He served in 1930 as supervisor of the federal Census in New York City.

RECENT shifts in Red Cross personnel indicate a growing tendency to unite public and private resources to maintain trained workers. Helen Meyers has been appointed public-health nurse in Johnson County, Kan., backed by the county commissioners and the Red Cross Chapter. In Chippewa County, Minn., Esther B. Freeman combines the duties of executive secretary of the Red Cross Chapter and of the County Child Welfare Board. Recent changes at National Headquarters include the appointment of Mabel J. Rue as director of home hygiene and care of the sick, succeeding Isabel W. Baker, and the resignation of Mary Spalding as assistant director of nutrition service. Miss Spalding goes to the Massachusetts Department of Public Health as consulting nutritionist.

THE Ohio Welfare Conference at its recent meeting in Akron elected the following officers: president, James Dunn, Toledo; vice-presidents, Ruth Jones, Cincinnati, and Marguerite McCollum, Canton; treasurer, H. H. Shirer, Columbus; executive secretary, Perry P. Denune, Ohio State University, Columbus. The 1932 meeting will be in Columbus.

NEW officers of the National Conference of Catholic Charities elected at the Wilkes-Barre meeting are: president, James F. Murphy, Detroit; vice-presidents, P. F. Kielty, Wilkes-Barre; William P. Lynch, Omaha; the Rev. C. H. LeBlond, Cleveland; J. Wiseman MacDonald, Los Angeles, and Frances Maher, Kane, Pa. Thomas F. Farrell, of New York, is retained as treasurer and the Rev. John O'Grady, Washington, as secretary. Committee chairmen are: Families, Mary Louise Gibbons, New York; Children, Sara E. Laughlin, Philadelphia; Health, Dr. Henry C. Schumacher, Cleveland; Social and Economic Problems, Elizabeth Morrissey, Baltimore; Protective Care, the Rev. Raymond Murray, Notre Dame, Ind.; Neighborhood and Community Activities, Mary Agnes Flowers, St. Louis. The 1932 meeting will be held in Omaha.

MORE than seven hundred Massachusetts social workers took time out of the depression to attend the State Conference of Social Work in Swampscott. New officers elected were: president, Ida Cannon; vice-presidents, the Rev. Thomas Reynolds and Theodore Lothrop; secretary, Howard C. Raymond; treasurer, Joseph J. Tillinghast, all of Boston.

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